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ABSTRACT

The Fifth Joint Meeting of the State and National Advisory Councils on Vocational Education, held in Washington, D.C., on November 12-13, 1971, was attended by representatives of 47 states, the District of Columbia, American Samoa, and Guam. This report summarizes the resolutions and discussions on areas of mutual concern and presents texts of speeches delivered to meeting participants. The meeting focused on advisory council relationships and the various roles of federal agencies in regard to the career education concept. Attention was also given to pending legislation and questions of inservice training for state advisory council members. Other Joint Meeting reports are available through the source of availability listed above and as VT 016 941 in this issue. (MF)

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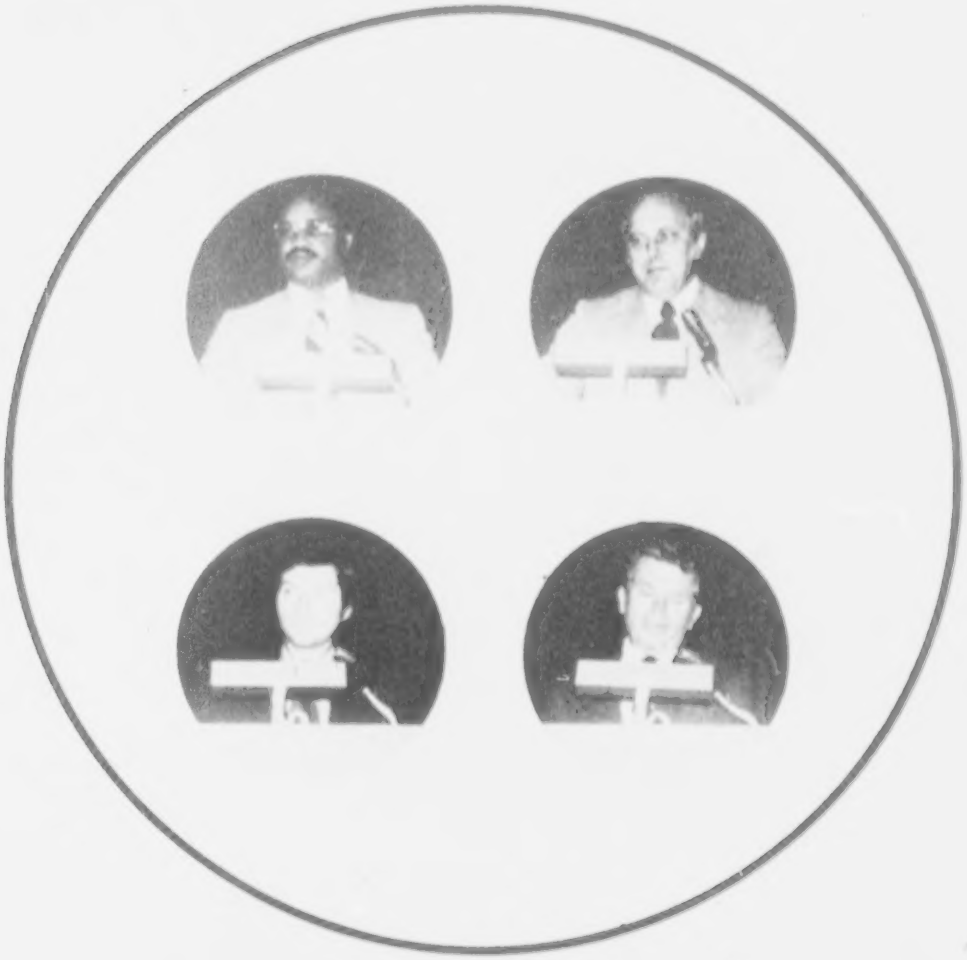

A Report on the Joint Meeting of the
State and National Advisory Councils
on Vocational Education

VT016940

Washington, D.C.
November 12-13, 1971

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CONTENTS

Introduction

Summary of Major Resolutions Acted Upon

. NACVE Resolution Regarding SACVEs

. Delaware-Minnesota SACVE/NACVE Resolutions

. State Advisory Council Requests

. Report from SACVE/NACVE Ad Hoc Committee

Summary of Discussion on Areas of Mutual Concern

. Legislation
  Background
  Speakers
  Discussion

. Relationships Between NACVE and SACVE

. Discussion Groups: Methodology and Decision-Making for SACVE Concerns

. Report From NACVE
  Current and Projected Activities
  National Assessment Project
  Other Concerns

Texts of Speeches and Summary of Related Discussion

. Remarks by Mr. Malcolm Lovell, Jr., Assistant Secretary for Manpower, DOL

. Remarks by Dr. Robert Worthington, Associate Commissioner, BAVTE, USOE

. Remarks by Dr. Sidney Marland, Jr., U.S. Commissioner of Education

. Remarks by Dr. Norman Gysbers, University of Missouri

. Remarks by Dr. Jack Michie, State Director of Vocational Education, Michigan

. Remarks by Dr. Robert Seckendorf, Assistant Commissioner for Occupational Education, New York State Department of Education

. Concluding Remarks by Mr. Lawrence Davenport, Chairman, NACVE

COOPERATIVE DAY OF PLANNING V

A Summary of the Joint Meeting of the State and National Advisory Councils on Vocational Education, November 12-13, 1971
Washington, D.C.

INTRODUCTION

The State and National Advisory Councils on Vocational Education, created by Congress through the Vocational Education Amendments of 1968, were designed as independent boards to advise on the planning, operation and evaluation of vocational education throughout the country. At the time of their creation, the State and National Advisory Councils agreed that it would be mutually beneficial to meet semi-annually to discuss major issues and exchange information and ideas. The first joint meeting of the State and National Advisory Councils was held in November, 1969, the second in May, 1970, the third in November, 1970, and the fourth in April, 1971.

The Fifth Joint Meeting of the State and National Advisory Councils on Vocational Education was held in Washington, D.C., on November 12-13, 1971. Attended by representatives of forty-seven States, the District of Columbia, Am. Samoa and Guam, the meeting basically focused on NACVE/SACVE relationships and concerns, and various roles of Federal agencies regarding the career education concept. The meeting also directed attention to pending legislation and questions of inservice training for SACVE members.

During the course of the year it has become most apparent that the SACVEs continue to progress at rapid rates. The sophistication with which the annual evaluation reports were developed, as well as the sustained interest of the Congressional Education committees attest to this fact.

With these points in mind, I hope this summary of activities will serve your best interests in following the progress of the SACVEs.

Calvin Dellefield
Executive Director
National Advisory Council

COOPERATIVE DAY OF PLANNING V

Summary of Resolutions Acted Upon

SUMMARY OF MAJOR RESOLUTIONS ACTED UPON

Resolution Passed by NACVE

In an effort to indicate the importance of independence concerning SACVEs, as well as the need for increased communications and cooperation between National and State Councils, NACVE passed the following resolution in its meeting prior to the joint session:

"Be it resolved that the National Advisory Council on Vocational Education recognise, appreciate and support the existence, activities and accomplishments of the State Advisory Councils on Vocational Education.

"Be it further resolved that the National Advisory Council on Vocational Education desires close affiliation, communication and cooperation between the National Council, individual and collective State Councils, in the pursuit of excellence in vocational and career education, public and private.

"The National Advisory Council on Vocational Education therefore urges the Congress of the United States, the legislators and administrators of State governments to continue recognition, enablement and financial support to the State Advisory Councils on Vocational Education so that they may achieve the purposes, the goals and the objectives they were created to accomplish."

The above resolution was signed by each NACVE member and submitted to members of Congress and various heads within the Federal agencies.

DEBATE OVER DELAWARE-MINNESOTA NACVE/SACVE RESOLUTIONS

Background

Questions arose over the legality of continuing the SACVE/NACVE ad hoc committee after the Delaware and Minnesota SACVEs introduced resolutions which respectively called for the extension and elimination of the committee.

Delaware Resolution

The Delaware SACVE presented the following resolution which favored, among other things, continuation of the SACVE/NACVE ad hoc committee:

"Whereas effective communications and cooperative activities are essential to coordinate efforts between and among State Advisory Councils on Vocational Education and the National Advisory Council on Vocational Education in order to strengthen vocational education; and

"Whereas the ad hoc organizational structure has been satisfactory in working with the staff of the National Advisory Council in planning meetings, reviewing priorities and recommending resolutions and the following up on action resulting from your semi-annual meetings;

"Therefore, be it resolved this group--that would be you--this group authorizes continuation of an ad hoc committee to be composed of voluntary representatives of State Advisory Council members and staff, National Advisory Council members and staff, to meet and communicate during the interim between our semi-annual meetings to:

A. *plan such semi-annual meetings;*

B. *examine problem areas, items of mutual interest and activities affecting vocational education;*

C. *serve as a resolutions committee;*

D. *concentrate upon priorities identified by the group as they may occur.*

Minnesota Resolution

The Minnesota SACVE developed its resolution after receiving a memorandum October 2, 1971, that suggested a request be considered and formally voted upon at the November 12-13 meeting to provide for the annual election of the ad hoc committee.

Having reviewed the legislation that authorized establishment and responsibilities of SACVEs under PL 90-576, the Vocational Education Amendments of 1968, the Minnesota SACVE released the following resolution:

"Be it resolved that the Minnesota State Advisory Council for Vocational Education meeting this fourth day of November, 1971, does oppose any formalization or structuring of the relationship between the National Advisory Council for Vocational Education and the individual advisory councils of each state, other than as provided for by the Vocational Education Amendments of 1968, Public Law 90-576.

"Further be it resolved, this position is taken on a concern by this Council that such action if supported is of questionable legal, if not ethical and practical, base."

Results

After extended debate from the floor, a vote was taken in favor of continuing the activities of the SACVE/NACVE ad hoc committee. In addition, Mr. Bill Nagel, executive director of the Illinois SACVE, was elected to serve as chairman of the committee during 1972.

STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION REQUESTS

At the invitation of the Colorado Advisory Council on Vocational Education, the National and State Advisory Councils on Vocational Education were requested to hold their next joint session scheduled for May, 1972, in Denver.

RECOMMENDATIONS OF THE SACVE/NACVE AD HOC COMMITTEE

Aside from the resolutions presented by the Delaware and Minnesota SACVEs, the SACVE/NACVE Ad Hoc Committee suggested the following priorities as areas of concern that new committee members should study:

- implementation of a communications network
- authorization of full funding for vocational education, with at least minimum funding for SACVEs
- modification and simplification of the Annual State Plan Evaluation Document
- development of monitoring devices for pertinent pending legislation

REQUESTS FOR INSERVICE TRAINING

The SACVE/NACVE Ad Hoc Committee was also requested to investigate the necessity of inservice training workshops and the possibilities for promoting more effective evaluations by the SACVEs.

As a result of a questionnaire distributed to Council members, agreement was reached to sponsor two regional inservice training sessions on an optional participation basis in the near future.

SUMMARY OF DISCUSSION ON AREAS OF MUTUAL CONCERN

LEGISLATION

Mr. John Jennings, Counsel to the House General Education Subcommittee, praised SACVE reports for their value in development of the Occupational Education Act (Title XIV of the Higher Education Act), and announced that the SACVE reports, all five NACVE reports, and reports of the State Directors for Vocational Education are being published by the Subcommittee as A Volume on the Implementation of the Vocational Education Amendments of 1968.

Mr. Charles Radcliffe, Minority Counsel to the House Education and Labor Committee, said creation of a new Bureau of Occupational Education is for the sole purpose of putting vocational education on an equal footing with the other offices within the Office of Education.

Mr. Robert Gutman, Assistant Chief of the Congressional Research Service of the Library of Congress, reviewed the two major comprehensive manpower bills pending in the House.

Following are summaries of their remarks:

Mr. Jennings: The SACVE reports were extremely useful in formulating our response to what we felt to be the needs of vocational education for the next couple of years. The House of Representatives last week passed the Occupational Education Act, sponsored by Congressman Quie, and co-sponsored by Congressman Pucinski and others, which calls for fundamental changes in American education and in the administration of vocational programs by the Office of Education. The bill attempts to correct some major failings in our educational system, which were pointed out by the SACVE reports. Our total educational system is still not responsive to the needs of students. It is teaching them adequately to learn, but it is not preparing and training them for a job, which is equally as important. The schools, even though there has been a vocational act since 1917, still do not conceive of their roles as being dual purpose. In most instances, they conceive of their role as being solely preparation for academic training.

We are over-training many people in the academic field, but we are not training people in job preparation. There are many Ph.Ds now on the market who cannot find jobs. This is a waste of manpower in our society. Not only are the highly trained being mistrained, but most others are not being trained at all. People lower on the economic and social scale, black and white, rural and urban, are not being given adequate training by their schools.

One of the basic purposes of the new act is to change the education system by authorizing grants to the States for elementary and secondary school job preparation, job guidance, counseling, placement, and job awareness programs, and to break down the wall which separates academic and vocational training. This will benefit all students, not just Blacks or rural poor in depressed areas such as Appalachia, but also upper class suburban children. Many of them should not, and do not want to go to college, and do so only because of social pressures.

The second basic purpose of the grants is to improve and expand post-secondary and occupational courses. There are a number of these courses now being operated in private trade and technical schools, in community and junior colleges, and technical institutes. But there are far too few, and in many cases, their quality is far too poor. The act will expand and improve these programs, including the private trade school programs where appropriate.

The House of Representatives, in passing this bill last week, was saying that the education system has to be turned around so that a career concept is injected, and secondary programs have to be improved throughout the Country so there will be the widest possible use of vocational courses.

There must be greater cooperation throughout the system to achieve these goals. Many community colleges are awaiting the day when they may become 4-year academic institutions, and will be able to raise their standards and eliminate non-academic vocational courses. Some educators have developed tunnel vision and defensiveness based on years of second class treatment. This situation must be eliminated as Congress stated in the Vocational Amendments of '68. Vocational programs must cover a broad range of skills and meet the needs of a greatly expanded student interest and enrollment. Community college people must be made aware that they are not just academic institutions, but that there is a role for them to play in job preparation, and it is an honorable role. It is not a role you assign to your poorer teachers, your poorer facilities, your poorer students. It is a role which can be played by all students.

The bill also seeks to improve the administration of Federal vocational programs by creating a Bureau of Occupational Education within the Office of Education. Generally, the Federal government sets up its own bureaucratic structures according to executive pleasure. However, every now and then Congress sees that a particular area is being neglected. This is what the Committee has found with vocational education. All administrations, going a long way back, have not given vocational and occupational education the proper role within the Office of Education.

Although there are many reasons against legislative creation of a bureau, we have found that this seems to be the only effective means to say to the administration that vocational education is important, at the secondary and post-secondary level and that it must attach a sufficient prestige to that office and assign adequate personnel so that it can encourage American educators to perform those functions.

Congress is beginning again to review manpower legislation, and it seems that next year there will be a revision of the manpower program. Vocational and occupational educators, and others interested in the area, should do what they can to increase both the awareness of vocational educators of the

worth of manpower programs, and also to increase the role of vocational educators in these programs. Mr. Pucinski has wanted to put the entire manpower program under the state boards of vocational education, but that is not feasible politically. Manpower people tell the administraors of occupational education that they have not done their role in the past, and that manpower should perform the job in the future. There is a role for occupational education, but it is extremely difficult to try and integrate the two. Congress is trying to integrate them in different ways. One is the educational system and one is the manpower program, which is basically outside the educational system. A start has been made in the Occupational Education Act to try to encourage the schools to integrate the two into the normal curriculum. It will be more difficult to integrate education into the manpower programs. I don't know that it is as far along as it should be, but I think that is a subject worth your attention.

Congress has intended to have a thorough oversight review of the implementation of the 1968 amendments. Although it was not able to do this, we have gained a pretty good idea of some of the problems through the SACVE reports and through individual conversations in the field. We have found that the roles of the State Advisory Councils have been very difficult in the past couple of years. There have been problems with money and getting allocations through the State Directors of Vocational Education. We hoped to take care of part of that by mandating that state directors could not sit on the councils. This was not to say that they could not have added something or that they were not capable men. Congress did feel that it interfered with the role of advisory councils to have the state directors sitting in as members.

One of the reasons advisory councils were created was to help change people's minds in many different states, in many different circumstances. The Federal law spelled out to a certain degree what your role was to be, but your only effective role is what you make it day by day in each of your councils. You must hammer out within your council what kind of instrument you become for change and oversight within the state. Because you are traveling down different paths, even though you are striving towards similar goals, there is the likelihood of differences with state directors of vocational education and the state boards. That was known when the councils were created in the legislation. It was known that you will only become effective if the state councils become active, which probably means differences of opinions with state directors. The reaction of state directors is understandable, because most administrators object to people looking over their shoulders. But to meet the Congressional demands the Council must bring to bear a wide range of opinions, a wide range of backgrounds, to bring advice to the professionals who operate the vocational education programs and its administrators. You can only do this, the Committee believes, by being independent of the state director and the educational establishment. I realize that in many states a majority of educators make up the council. I personally do not think this is a good idea. I think it should be made up of a majority of businessmen, and people in other professions. The task is not easy. You have to deal with the state directors of vocational education on a daily basis, so developing rapport is critically necessary. In the long run, if you are able to develop a team relationship, modify attitudes, maintain professional respect, both the SACVEs and the state administration can maintain their integrity and fulfill their individual missions.

The state advisory councils can make a start on changing vocational education by bringing in new expertise, including good educators.

Another problem of the state councils is money, and the Committee is aware of this. In the report on the Occupational Education Act, it stated that it wanted to emphasize again its intent that the State Advisory Councils on Vocational Education are to be independent of the state boards of vocational education. This independence is absolutely essential if the councils are to provide the state boards and Federal government with objective judgements and recommendations concerning the vocational programs within the states. Therefore, the Office of Education is directed by the Committee to assure that each state council is receiving and using its operating funds provided by the amendments without obstruction from the state boards of vocational education or the state administration. Any interference with utilization of Federally appropriated funds designed to carry out SACVE responsibilities required by the Vocational Education Amendments should be reported to NACVE and the Office of Education. It is understood that funds are processed through various state departments for fiscal accounting, but this may not be considered fiscal control.

Mr. Radcliffe: The Occupational Education Act is unique in that it was introduced by a minority member of Congress. Generally, legislation which is enacted originates with the majority. In this case, it did not really matter, because virtually every senior member of the Committee on both sides were co-sponsors of the legislation. They stand together in promoting occupational education.

The creation of the new Bureau of Occupational Education will not really be a point of issue when the bill goes to Senate-House conference. Its one purpose is to put vocational education on an absolutely equal status with the other offices within the Office of Education. They may not like it in the executive branch, but that is what they are going to end up with.

A new comprehensive manpower bill should be reported out of committee next year. We desperately need new, more effective manpower legislation, and the committee has excellent people on it who are authorities on manpower. So I think we can look forward to a good bill, and we would appreciate your comments and help all along the line.

Congress cannot do much to redirect general education money into the career education program. Congress deals only with Federal funds, which are about 7 percent of the expenditures for public elementary and secondary education. Federal programs are very narrowly directed to what the Congress and the Administration agree on as being broad national needs. The fundamental decisions, apart from the Federal pilot programs, must be made at the state and local levels. That was one of the purposes Congress had in mind in creating advisory councils. Congress wanted an independent evaluation of what was happening in vocational education in your state. It also wanted

to bring into the whole process of education a wide spectrum of public interest that would generate real change, because it would start changing people's minds about what education ought to be doing in your state.

The Occupational Education Act gives you the same responsibilities that you have in the '68 amendments. It is through your work and the work of citizens' groups and educators that we can begin to produce the kind of results we are talking about. I just do not think we can do it from the Federal office.

Robert Gutman: There are four basic manpower statutes -- the Economic Opportunity Act and the Manpower Development and Training Act which expires next July, the Emergency Employment Act which expires in July 1973, and the Work Incentive Program for welfare recipients which has no expiration date. There is general agreement that the first three programs must be kept alive. There is real pressure on Congress to revise and improve these programs, but the expiration dates are so soon that there is also pressure to just get them extended the way they are.

Comprehensive manpower reform bills are pending before the Select Subcommittee on Labor or the House Education and Labor Committee. There are two major bills, one sponsored by the subcommittee chairman, Mr. Daniels, and one sponsored by the ranking minority member, Mr. Esch. There is also the Administration's Revenue Sharing Bill.

This year the two major bills are closer together than Democrat and Republican manpower bills have been in the past. The Daniels and Esch bills have the following points in common:

- They provide financial assistance to State governments and to local governments directly, when the cities are above a designated size. The bills differ in regards to size of cities which would receive direct aid. In states where cities receive direct aid the state government would receive and distribute Federal funds for the remainer of the state.

- The Department of Labor is given special responsibilities for running programs for certain groups where it felt that manpower programs have not given the proper attention in the past, or where special Federal emphasis is desired.

- The Department of Labor retains the general research responsibilities.

Now I want to highlight a few of the major differences that will be of particular significance to you.

One point of great controversy is how the vocational education system fits into the manpower program. Both bills have a very vague requirement that appropriate utilization be made of the services available through State and Federal sources. The relationship is not really defined, leaving it to the Secretary of Labor to supervise this requirement.

The current MDTA Act spells out the relation between the Department of Labor and the Department of Health, Education and Welfare on the national level, and the State Employment Service and the State Boards of Vocational Education on the State level. The Department of Labor selects the unemployed and underemployed people who need the training. It makes survey as to what occupations have vacancies and determines the training needs of the unemployed. It then refers them to a state vocational education agency which would provide the training. This is not included in the other manpower acts -- the Economic Opportunity Act or the work incentive program.

The pending comprehensive bills do not go the same route as MDTA, but they do not leave vocational education out altogether. The Daniels bill, in addition to providing funds to the prime sponsor, also makes grants to state vocational education agencies. But this money cannot be spent by the vocational agency unless it reaches agreement with the prime sponsor. It is a kind of financial incentive to try and get the two agencies to cooperate. Between 7 and 10 percent of the total appropriation authorized can only be spent on vocational education, provided the two agencies reach agreement.

The public service employment feature of both bills is modeled on the bill enacted last summer where the Federal government picks up about 90 percent of the wages. The Daniels bill has a special fund which is available to local areas of high unemployment where the rate goes above six percent. The Esch bill provides automatically for a higher level of funding based on the national rate of unemployment. When the national rate goes beyond 4.5 percent, there is a fifteen percent additional authorization and continually higher levels of authorization as the rate increases.

The major difference between the two bills which might make it difficult to reach agreement is the overall approach to funding. The Republican bill makes grants and leaves the determination of the kinds of programs the money is to be spent on to the local authorities and the Secretary. The Democrats' bill is more restrictive and specific providing set-asides for the money. For example, one-third of the total must be spent for public service employment.

The Revenue Sharing proposal defines the manpower program in very broad terms and allocates funds among the States and localities according to a general formula, leaving it up to the recipients to spend and set priorities pretty much on their own.

RELATIONSHIPS BETWEEN SACVEs/NACVE

- Mr. Pelton Goudey, Chairman of the Vermont SACVE, described the role of advisory councils as "agents" in the states which serve as sources of information to Congress and advice to the states by working through NACVE. Mr. Goudey added that SACVEs are not agents of USOE, and should maintain no direct relationships with that agency other than those stipulated in PL 90-576.

- Mr. Jerry Dobrovolny, NACVE member, indicated that the composition of the National Advisory Council Inter-governmental Committee is largely made up of individuals who are also members of their respective SACVEs.

  The Inter-governmental Committee was cited for principally addressing itself to:

  - establish and maintain liaison with SACVEs and regional state advisory council associations

  - develop communications networks to provide for increased flow of information between NACVE and SACVEs

  - identify existing resources, components and funding of various governmental programs, promoting career education, and develop cooperative arrangements with parent agencies to further career education

  Mr. Dobrovolny also described the resolution the NACVE passed regarding SACVEs (see page 1) and pointed out that while NACVE would provide assistance and services for more effective operation, the SACVEs must maintain their own integrity individually.

- Mr. Bill Ball, Executive Director of Montana, suggested that to avoid pitfalls which would lock the Councils in artificial barriers, the following steps be taken to:

  - involve not only paid SACVE staff, but also other Council members in the joint sessions

  - develop cooperative efforts on the part of NACVE and Congress to feed back their evaluations of the annual evaluation reports to each SACVE

  - encourage more frequent communication between National and State Councils, particularly concerning legislation

  - inform NACVE on a regular basis of individual SACVE activities

DISCUSSION GROUP REPORTS

Leaders of the discussion groups reported the following recommendations which emanated from their meetings:

GROUP I - Mr. John Briscoe, Executive Director, New York SACVE:

- SACVEs should request regular hearings with their State Boards of Education.
- Annual evaluation reports should be considered the SACVE contribution to State Departments and State Boards of Education.
- Council action should be taken to change image and teacher-training components in the guidance system.
- Labor market should be a better source of consultation for job preparation.
- Focus must be applied to minority individuals seeking employment.
- Apprenticeship programs outside the classroom, but which require school time should be awarded credit status.

GROUP II - Mr. Richard Collins, Executive Director, Vermont SACVE

- Evaluation studies (particularly within ERIC system) already completed, should be made available for SACVE investigation.
- SACVEs need to be further instructed in legislative procedures.
- Inservice training programs should be developed for SACVE members by their council staff.
- NACVE should be held responsible for supplying SACVEs with necessary information on performance of duties.
- Evaluation should emphasize individual feelings above cognitive aspects.

GROUP III - Mr. Clinton Harris, Executive Secretary, Wyoming SACVE

- Guidelines for annual evaluations should be generally simplified.
- Additional methods of input for state plans should be sought to make the document more manageable.

GROUP IV - Mr. Lanny Hassell, Executive Director, Arkansas SACVE

- Communications network between National and State Councils should be strengthened.
- Development of goals for incorporation into evaluation processes should serve as a base and not a ceiling.
- Some degree of similarity in SACVE reports is essential.
- USOE guidelines provide the State Departments of Vocational Education opportunities to avoid development of real goals by providing regulations that require specific, almost pre-determined answers.

GROUP V - Mr. George McGorman, Executive Secretary, Delaware SACVE

- SACVE interaction with state legislatures and offices of the governor can prove effective in implementing recommendations and securing action on objectives.
- If vocational education is to get its fair share of educational dollars, then SACVEs must be prepared to explain, advise, influence and sell the product by reacting to pending legislation through public mediums.
- Closer liaison communications must be developed with local advisory bodies to identify needs of the state.
- Teacher-training in vocational education should be the primary focus of the next annual evaluation made by SACVEs.
- Educators should encourage business, industry, and governmental agency participation in educational processes.
- State Advisory Councils must assume more responsibility to stay informed and take more appropriately timed actions.
- SACVEs should subscribe to Congressional Record and Chamber of Commerce's "Call to Action" for most up-to-date information available.
- No less than minimum funding must be authorized by Congress if SACVEs are to carry out their mandated responsibilities.

GROUP VI - Mr. Courtney Riley, Executive Director, Navada SACVE

- Current guidelines impose bureaucratic standards which tend to make SACVE evaluations little more than token descriptive reports.
- Evaluations developed by SACVEs should emphasize quality, not quantity.

- Inservice training could further ingrain the present guidelines situation, and therefore, any such workshops should be aimed primarily at executive directors and board members.

GROUP VII - Dr. Robert White, Executive Director, South Carolina SACVE

- Future discussion groups should be scheduled for the early part of the day, and in smaller time sessions.
- A date of September 1 for the submission of annual reports is favored over the present deadline of October 1.
- NACVE should meet with National Manpower Advisory Committee to discuss legislative needs.
- SACVE/NACVE Ad Hoc Committee contain broader geographical representation.
- SACVE/NACVE Ad Hoc Committee should consider the issue of excess paperwork at institutional and state levels as a future topic.

REPORT FROM THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Dr. Calvin Dellefield, Executive Director for NACVE, emphasized the tremendous weight SACVE evaluations carry in determining the future Federal legislations. He added that the trends, directions and problems found common to the SACVE reports gives Congress and the Administration an opportunity to determine goals for themselves.

Dr. Norman Stanger, Chairman of the NACVE Planning and Evaluation Committee, described the assessment study, "Project Baseline", which Congress requested NACVE to carry out for purposes of providing comprehensive information on the status of vocational education.

As Dr. Stanger explained, this study has been contracted by USOE to Northern Arizona University under direction of Dr. Arthur Lee, former president of American Vocational Education Research Association.

The 4-year project is an in-depth study of vocational education and manpower training which will draw upon enrollment figures, student characteristics, costs, followup, program detail, and research and development in each state. Such data will provide the basis for developing a baseline of information that will assist Congress, Federal and State agencies, and national educators in making legislative decisions, program adjustments, and educational plans.

Mr. John Teeple, of the National Planning Association, discussed the other major study, the Vocational Education IMPACT Program, awarded to his organization by USOE. While the 2-1/2 year study will focus on five distinct components: an analytical survey, a national follow-up survey, case studies, a study of the state grant mechanism, and a study of duplication, it is the last component which holds the most importance to the National Advisory Council since Congress charged NACVE to report its findings on duplication under the VEA of 1968. All of the studies, however, are expected to assist USOE in making recommendations for improvements of vocational education legislation and its programs.

TEXTS OF SPEECHES

MR. MALCOLM R. LOVELL, JR., ASSISTANT SECRETARY FOR MANPOWER

Remarks Before the Joint Meeting of the State and National Advisory Councils

I want to talk to you today on a rather complex but certainly an extremely important matter: The existing and potential relationship between the Federal Manpower Program and the Nation's educational system.

This is an especially timely occasion to speak on the subject because I believe that at this particular junction, both areas of public policy are undergoing significant and major evolution. And the importance of these developments cannot be emphasized too much because, perhaps more than any other, they will influence our ability to cope with the almost intolerable difficulties faced by various segments of our population today, particularly, our young people.

Let me begin by offering some general remarks about vocational education. Few areas of education are subject to more controversy and confusion than vocational education. We even had to change the name of it to career education so we could get a better grip.

It has been variously categorized as gross failure and a blight on our educational system, and the single most important way of preparing our youngsters for work. It has been called the dumping ground for the underprivileged, non-performing student and the salvation of the job-oriented. Some charge it with being an exceptionally high cost form of public education without corresponding benefits to society. And others hail it as the highest level of return on social investment in education.

Certainly, there exists much that is good and much that is bad in the system. That's probably why there is so much confusion about it. I believe a balanced view of the system as it has evolved, especially over the past 10 years, that presents a highly encouraging picture. It represents much on which we could build and structure an effective educational system for preparing our young people for a full and productive life.

The record is clear that enrollment in sound vocational programs is significant in preparing for and moving into the world of work. A survey of individuals

who completed secondary vocational education programs in 1970 is highly revealing: 63 percent were available for employment, and of those, only 5.2 percent were unemployed.

The comparable employment rate for all recent high school graduates who did not go to college was over 12 percent.

Recent studies sponsored by the Department of Labor tend to confirm this evidence. In 1970 a nationally representative sample of young persons (white males aged 14-24) who had participated in some vocational training program experienced an unemployment rate of 2.6 percent compared to 3.8 percent of those who had not. For blacks, the disparity was even greater -- 1.9 percent compared with 6.9 percent.

Undoubtedly a large part of the criticism frequently lodged against vocational education is a carry-over from an earlier era. New directions of vocational education over the past 10 years, especially as a result of the enactment of the Vocational Education Act, 1963 and 1968 Amendments, have had a profound impact upon the system.

In 1963, a Department of Labor survey indicated that high schools accounted for 38 percent of the formal training courses taken by adult workers, was twice the percent of the persons who had taken courses in pilot curriculum studies at special schools.

Since then, vocational education enrollments have grown even further. Between 1965 and 1970, total secondary vocational education enrollment rose from 5.4 million to 8.8 million, up by 62 percent, quite a significant change.

Moreover, the relevance and quality of the training has also improved substantially. In 1970, for the first time, the number of boys in trade and industry programs in high school exceeded the number in agriculture programs. And as you know, agriculture represents only a very small percentage of the work force.

Further, the percentage of secondary school students obtaining career oriented training increased from about 12 percent in 1965 to almost 25 percent in 1970.

These are but a few of the notable achievements realized in vocational education and I consider them to be quite significant. Of course, there remains much in the system that is inadequate, and some that is deplorable. But the undeniable fact is that overall quality of vocational education appears to be increasing substantially.

There is a career need in many areas to provide a realistic match of job requirements and skill training provided in vocational education programs. For instance, a recent study shows that among high school vocational education completers, those obtaining jobs related to their training ranged from a low of 24 percent for home economics designed for gainful employment to 41 percent for those taking distributive education.

The range among States is even more dramatic. For instance, in the distributive trades, the percentage of graduates obtaining training related jobs ranges from 6 percent to 68 percent.

But, beyond the inadequacies that may exist in certain vocational education programs around the country, perhaps much more severe is the complete absence of any vocational preparation for a large segment of the school-aged population.

The most dramatic area in this respect is with the some 30 percent of current high school enrollees in general education who receive neither vocational preparation nor generally an adequate academic education. A recent study carried out by the Labor Department found that young men aged 16-19 no longer in school had far higher unemployment rates if they had pursued a general education program than if they had taken a vocational or college preparatory program.

But the inadequacies of the current school system in preparing youngsters for work does not stop with general education curriculum. The academic curriculum in a public secondary school has been generally recognized as doing a good job of preparing students for further education. This is a good objective.

However, of the estimated 7 million high school students who were enrolled in academic curriculum, fully 40 percent do not go on to college, and many others enroll in but do not complete college. By and large, these students receive no direct preparation for entering the world of work.

You may have noticed that I keep talking about the educational system. Actually, this begs the question. For the truth of the matter is, there is no educational system. Instead we find an accumulation, not of 50 systems, because in most States there is no system, but an accumulation of school boards and school districts. In short, there is no leadership.

The curriculum for the academic program is dictated by area colleges. And so the people who develop academic curricula for high schools know what to teach. If you're planning to go to Michigan or Michigan State, you've got to teach such and such. But nobody says that in regard to the vocational curriculum.

In vocational education far too often what is taught is dependent upon what books are available, what equipment is available and indeed, what teachers are available. As long as there are teachers available to teach agricultural subjects, or home economics, you are going to be taught agriculture and home economics.

Now let me cite an example. There's a school board in Michigan that finally succeeded in making home economics an elective. The main roadblock was that there were so many teachers we were afraid that if home economics was made elective, everybody wouldn't take it. And then what would happen to those teachers? That was the basic objection.

So I would like to suggest that a priority problem that needs to be done and one where this group might perhaps exert some influence, is the establishment of a national accreditation system for career education. Not one that dictates what should be taught, because I don't believe we should have that in this country, but rather one that provides rational alternatives and alternative programs that local school boards, State vocational advisory committees, and school associations can select from.

The next step would be to establish standards in vocational education programs. Now I realize that this may seem to be a very radical proposal. For obviously school is the last place you have standards for the teachers -- you may have them for students -- but not teachers.

It is clear then that the public education system in the United States today has not done an adequate job of preparing all of our young people for the world of work, for useful, productive jobs.

It was in direct response to this perceived deficiency that HEW, under the strong leadership of U.S. Commissioner of Education Sid Marland, adopted the concept of career education. And he's been advocating career education as one of the highest priorities of the Office of Education. This is an important and dramatic development concerning the adequacy of our public schools, training youngsters for work.

There are a few aspects, however, which I believe warrant special mention in this current context.

First, career education at the secondary school level is perceived as considerably broader than the conventional concept of vocational education although it certainly entails the better elements of vocational education.

The concept embraces the entire range of educational curricula at the secondary level. And, as enunciated by Commissioner Marland, we will probably eliminate general education completely and merge or blend it with the academic. Essentially, it would attempt to provide virtually all secondary students likely to seek a job upon leaving school at whatever level with some job preparation.

It may in fact completely eliminate the separate compartments of vocational, general and academic, giving occupational instruction at varying degrees to all students. You know, it could be that no one should be permitted to leave high school unless they could read perhaps at the eighth grade level, and do at least sixth grade math.

That doesn't seem like a very tough requirement, of course, but as you well know, we graduate thousands of kids from our rural and our city schools today who cannot meet that requirement. Even if it takes 12 years to teach that level of ability with the English language, it seems to me, it would be worthwhile.

A second major aspect of the career education concept is that it extends well beyond the secondary, high school level. In fact, it extends both down to the kindergarten through at least 2 years post-secondary in the community college system. Moreover, it would extend beyond the traditional schooling years to provide for re-entry into education of those who terminated school, precisely the groups who have been particularly active in manpower programs, but whose educational skill aptitudes have become outmoded or who have never received an adequate education. Of course, there are thousands -- hundreds of thousands -- of these.

Thirdly, career education extends beyond the traditional school setting. Aside from involving post-secondary institutions as well as elementary and secondary schools, it would attempt to engage other institutions not normally thought of in the education process, most notably, the home and private industry through cooperative programs and through television and other techniques of that kind.

A final element worth noting is the flexibility involved in implementing the career education concept. While the broad configurations are well established, especially the school model, it is recognized that the precise form of implementation will vary from State to State, from community to community, as institutional, organizational and political jurisdictions dictate.

Accordingly, implementation is perceiving in a decentralized, developmental way with interaction and cooperation at all levels of Government.

Given the circumstances and perceptions of existing school systems which appear to have given rise to the thrust for career education, it is particularly useful to look at the role of Federal manpower programs and their relationship to the education system.

This is so because, in very large measure, it was the same conditions giving rise to the career education concept that were responsible for the emergence of a Federal manpower policy during the 1960's. Federal manpower programs are, of course, not new to our society. They date back at least to 1935 with the passage of the Wagner-Peyser Act creating the Federal State Employment Service. In fact, some elements go back much further including the development of vocational rehabilitation and apprenticeship programs.

But the main thrust of Federal manpower programs came in the 1960's as a result of major legislative developments such as the Area Redevelopment Act, Manpower Development Training Act, Economic Opportunity Act, and other legislation. The total of our manpower resources in 1971 were almost $4 billion, a ten-fold increase over 1961. Manpower training appropriations have increased from $56 million in fiscal 1963 to $26 billion in fiscal 1971, an increase of over 2700 percent.

These programs were initially intended primarily to assist mature workers to adjust to changing economic and technological conditions through special training and retraining. But, as the general level of economic conditions improved, it became apparent that certain groups in our society were not profiting from the overall reduction in unemployment.

Accordingly, the major emphasis shifted to assisting disadvantaged jobseekers, especially young persons and minority members who are unable for a variety of reasons to compete effectively in the job market.

From the outset important linkages have been forged between our Federal manpower and existing educational programs. For years, the Federal State Employment

Service has operated the Cooperative Employment Service, a school counseling program in which the employment service provided testing and counseling services to graduating high school seniors.

The program has been operated in as many as 50 percent of public high schools of the Nation, and has generally been very unsuccessful.

The Employment Service also runs a program to employ school counselors in local offices during the summer months.

Under the new programs even closer ties have been created. For instance, the overall bulk of MDTA institutional training is carried out through local public vocational education systems and virtually all of the funds are handled through the U.S. Office of Education although they don't really see them very well.

The Neighborhood Youth Corps school and summer programs also rely heavily on the institutional capacity of the school. Virtually all Neighborhood Youth Corps in-school job sites are in the public school system. And for a very good reason: providing disadvantaged youngsters with a job could suddenly help them to remain in school.

Similarly, a large portion of the NYC summer program was carried out through the school system. It started indirectly with the in-school job funds. More recently, we have established closer ties with schools and the NYC out-of-school program by requiring that at least two-thirds of the enrollee's time be spent in some remedial activity other than on-the-job sites. And a special part of these activities will also be carried on in the school setting.

Finally I think that we need to take a hard look at what we can do to deal with the vocational and basic education problem of those who have left the formal education system. I realize that it may seem like an unreasonable burden for me to say let's take a look at the 5 million-odd people who need additional training or education and are out of school when you already have your hands quite full with vocational and career education for those in school. But reasonable or unreasonable, it is nonetheless a demand on the educational system and a challenge to the Nation that we must meet.

All the records in the world, all the riots, all the hatred or even all the accomplishments are not going to lick racial injustices, unless we put an end to the economic injustice that so often result from educational deficiencies. The educational system can provide alternatives, it can provide options that individuals can take advantage of to make their way in a society which is more and more prepared to accept the minority. But unless we provide those options and unless we make sure we've supplied them to those that need them, <u>where</u> they need them, we will have failed to prevent, indeed we will have helped to create, even greater gulfs--economic and social gulfs--than we have today.

So when I ask, "can you as vocational educators take on this challenge," I am really saying--I think we <u>must</u> take on this challenge. We have little choice if we wish to preserve the integrity and vitality of our democratic society.

I think it is very important as we look at these questions that we look at them broadly. To the extent we can avoid parochial, narrow, bureaucratic considerations, we should. I know that sounds like saying do away with your bureaucratic considerations, not mine. But both of us do away with bureaucratic considerations and take a look at where we are from a fresh point of view.

I think that we in the Department of Labor would be prepared to give up certain of our responsibilities under current legislation if we felt confident that the vocational educational system was really prepared to pick up the ball and run with it. Intellectually I think the vocational education community certainly is prepared to do just that. Organizationally, it is not. Many years ago, Thomas Jefferson, when asked whether all citizens should have the vote, or only those fully qualified to vote, responded--first give them the vote, and then train them to handle it.

Perhaps the same philosophy should be applied to vocational education. The system isn't ready. But perhaps we should turn over the responsibility anyway and then ride herd on it so that it does work. That probably is the best answer. But if we do move in that direction, then I think we've got to take a careful look at how we proceed to organize in order to gain the benefits of strong leadership and to secure some measure of direction and some redirection of resources so that we can build the capacity not only in buildings, but in the staff and dedication and quality of content needed to do this job.

DR. ROBERT WORTHINGTON, ASSOCIATE COMMISSIONER OF ADULT, VOCATIONAL AND TECHNICAL EDUCATION

Remarks Before the Joint Meeting of the State and National Advisory Councils

I was just talking with a couple of my Texas friends last Tuesday--Monday or Tuesday--I lost track. Texas is such a big place, I can't even keep track of the days there. I spent Monday and part of Tuesday in Texas. I just have to share with you a story.

Those Texans do things in a big way. I met the architect of the college at Central Texas headed by Lu Morton of the National Advisory Council. The architect told some very Texas stories, but one I think is appropriate to my speech. At least--maybe it isn't, though.

This has to do with a country boy from way out in the fields of West Texas who came to Big "D", the big city of Dallas to see what was going on. He went out drinking with a couple of his big Dallas cousins. The next morning about 7 o'clock he goes into the hotel room and shakes them and wakes them up and they look at him and say, what the heck are you doing up so early? He said, hey fellas, let's get out of those beds and get some of that stuff we had last night and sit around all day and talk big.

I found when visiting Texas that they really do things big. In fact, the chairman of the State Advisory Council, after having seen Dr. Bill Cruse's area vocational school in New Jersey, offered to send a barge from his company and haul the whole thing to Texas. There's only about 300,000 square feet, but he said we've got barges that big in Texas.

I did have a very interesting trip out of the office last week. One or two of the things I observed, I want to share with you, particularly, what I observed at the Navajo Indian reservation. I want to refer to that later.

I have some remarks and then I'd like to just share with you some of the information you may find of interest and hopefully, we will have a chance to have an interchange of ideas and questions and the like between now and lunch.

As was mentioned, the Commissioner will be here; he's on a very tight schedule, he'll probably only have a chance to say hello and make just a few remarks. I know he has an emergency meeting scheduled for shortly after 1 o'clock.

I should also point out--I'm sure you will be interested to know this, and this meeting was scheduled some time ago--at 2 o'clock this afternoon, the Commissioner and I have a meeting scheduled with several officials of the Department of Labor including Mac Lovell to discuss the relationship of HEW to the Department of Labor and Manpower programs, with the objective of seeing that more educational funds are moved toward education. So I hope that will come out all right.

Ever since I was officially designated Associate Commissioner on August 3, I've looked forward to this opportunity to meet with you. I consider the State Advisory Councils on Vocational Education one of the outstanding groups that can really help to move the Commissioner's objective of career education which, as I observe, is becoming now a national goal or national objective.

The State Advisory Councils have done many excellent things. I recall in 1965 when State Advisory Councils were not mandated but were optional with state boards, many state boards chose not to name them.

The New Jersey Advisory Council convened in 1965. And the president of the State's AFL-CIO, after hearing a report on the needs in vocational education got up and made a motion. He said that the needs are so great that I move this council meet at least once a month until these problems are solved, and we want to get behind them and help solve them. That was back in '65 when advisory councils were still optional.

But now that every State is required to have an Advisory Council under the Federal legislation, these Councils have become a much more important force, conducting conferences of all kinds. Many of the States have sponsored Governor's Conferences. Many are sponsoring PR programs. And certainly your evaluations of the programs using the people from industry and from business and labor to give an independent evaluation of the effectiveness of vocational education are certainly of great value.

As you know and as Cal Dellefield pointed out, I'm a newcomer on the Federal scene. I'm told that a newcomer such as I in the Federal level can expect the privilege that is generally given to a new Federal official. Namely, that of being free of serious evaluation and serious criticism for the first hundred days. My secretary informed me this morning that this is my 99th day. So, I'll see you tomorrow afternoon. Or, Monday afternoon it will be. I think she was trying to tell me that it's later than I think.

Ninety-nine days is not very long, especially when it is also the first day when I've had the opportunity to meet with this distinguished group of leaders from State Advisory Councils.

I would like to review with you some of the actions that I have taken since assuming the role of Associate Commissioner. Before my appointment as Associate Commissioner, it was my privilege to serve as consultant on Adult, Vocational

and Technical Education to the United States Commissioner for a period of about 35 days. During that time, under Commissioner Marland's leadership, I assembled an ad hoc administrative review committee composed of 21 persons representing adult vocational, technical education and manpower education, including a state director of vocational education, a state director of adult education, a state director of manpower, chief state school officer, a professor of economics, executive director of the American Vocational Association, a broad, diverse group of people who could come in and take a look with me, as a consultant at the time, at the role, function, the mission of the Adult, Vocational, Technical and Manpower Bureau to determine just what we were doing, what we should be doing.

As you probably know, during the last fiscal year, the Bureau handled $61 million in adult education funds; $490 million in vocational-technical funds; and well over $150 million in manpower involved in training funds. The group of advisors or the ad hoc administrative review committee as we call them, this broad range committee, reviewed our operations and made recommendations.

I was most pleased with the hard work and results which this group produced for us. In a short two and a half days, they produced a lengthy set of recommendations which I have shared with key members of my staff, and with the Commissioner of Education, and with members of this Advisory Council, as well, the National Advisory Council.

Many of the problems and issues identified were then referred to our entire staff to discuss. One of my first acts after being named Associate Commissioner in keeping with my belief in participatibility and management that you need to get everybody involved in the action in any organization, we called together the some 170 members of our Bureau, invited the Commissioner of Education to come and speak to them--the first time he'd ever spoken to them as an entire group.

We identified eleven key issues that face the entire Bureau. We divided up into 17 discussion groups; we involved the secretaries, the duplicator operators, everybody in these groups and we mixed them up. Everybody in the Bureau had an opportunity to comment.

I should emphasize that the recommendations of the Bureau staff based on these eleven issues which I had asked them to discuss conformed to a great degree with the recommendations and statements made by the outside group. It was remarkable the degree of similarity.

I'd like to tell you about the scope of five task forces we've established in the Bureau as a result of our discussions and I believe ultimately the advice of this ad hoc administrative review committee. Keeping in mind that the Bureau has been asked by the Commissioner to provide a major part of the leadership in career education, and keeping in mind the Bureau itself cuts across three major divisions of program, we established task forces to look across division lines to determine how we could best function as a total group.

One of these task forces is on career education, curriculum development and management. We were able to get Dr. Elizabeth Simpson, former professor at the University of Illinois, and a member of the National Center for Educational Research to join our staff to head up this curriculum management task force.

This group is looking at a wide array of adult, vocational and manpower curriculum with a view to determining what strength, what gaps exist as we gear up and move ahead with more important efforts in career education. We are, for example, Sunday night calling in all the directors of curriculum laboratories operated through State Divisions of Vocational Education. There are some 20 States who operate vocational, technical curriculum laboratories. We've invited those people in to discuss with us how we can work with them better; how we can gear our efforts toward a career education curriculum development process and coordinate our efforts across the board.

Another task force is the task force on manpower utilization and organization. This is headed by Mr. Paradise of the Adult Division who has a background in management. This group has studied the functions and actual work performed in our Bureau--within our Bureau--on a job by job analysis basis. We are particularly interested in achieving greater inter-divisional mix of staff and policy development and program management.

The first task force is a task force on external staff development and personnel development. This is headed by Leroy Walser, a Mexican-American who is in our Manpower Development and Training program. Here the effort is to take a look at the current status of professional development and preparation. Viable and relevant training alternatives for the future and again, the possibility of coordinating these efforts into a career education personnel development thrust.

Last year about $30 million was used by the States in teacher education programs provided with State and local funds. About $6 million was used in EPDA vocational personnel development, through the State plans. There were some other monies, of course, used for fellowships for doctoral students.

In the adult education field, about $7 million was used through our Office to establish teacher training programs in adult education which are for career education. And in the area of manpower development and training, a national network of seven area manpower institutes for the development of staff were established. These were located in key areas. There's one located in Los Angeles which I visited last Friday, operated under contract with UCLA.

These are spotted around the nation in seven locations developing staff in manpower for out of school youth and unemployed adults with great implications for career education.

Another task force is a task force on data management headed by Leroy Cornelsen. Commissioner Marland, I'm happy to say, is making the entire Office of Education increasingly sensitive to the data requirements and underlying question of data utilization.

Our own task force is concerned with the management of adult, vocational and manpower data. This is a very complex area. I want to make progress in eliminating unnecessary requirements for maximizing effective utization. I am sure that you, particularly the lay members, of advisory councils outside of education are probably amazed by all the data that the States must submit to Washington. You probably wonder what they do with it. I wonder myself, after having studied this for 99 days. But what we hope to do is to require only the reporting of data which we can use to put much more emphasis on the analysis, the utilization of data, rather than just collecting the data.

Harold Duis and other members of our vocational staff are making a major effort to simplify this data collection so we will better be able to use it to answer the kinds of tough questions that I've already been asked in budget hearings and before the Office of Management and Budget.

The final task force is a task force on program assessment. This is chaired by Dr. Ed Rumpf who has recently been named Special Assistant to the Associate Commissioner for Program Assessment. Dr. Rumpf's task force will be active at least through next June and looking chiefly at how effectively we at the Federal level are serving the States, how we are working with the regional offices, how the regional offices in their approval of State plans for vocational education and other programs, how they are moving toward national goals and how we coordinate this effort.

This task force, we believe, is operating in the broad interest of all career education across the board. I know we can count on your cooperation and thoughtful input; we need it.

Before coming to the Office of Education, as Dr. Dellefield pointed out, I was privileged to serve on the National Advisory Council. While this is a most effective group and one of the persons who raised a question a while ago to Mr. Lovell pointed out, the reports that this Council has made--I think these reports put out by the National Advisory Council have been the most significant reports ever issued by a Federal advisory council, because they have been short, concise, hard-hitting and captured the attention of the American press and the American people.

Since becoming Associate Commissioner, I have been privileged to meet with the three national advisory councils which work with our group: The National Advisory Council on Adult Education appointed by the President; the National Advisory Council on Manpower Training which is an advisory board to the Labor Department which we are invited to sit in on and which Commissioner Marland and I will be appearing before them on December 10, and I'm pleased to say that Lowell Burkett represents vocational education as an official member of that Council, the only person that I know of that's ever served on both the Vocational Advisory Council and the National Manpower Advisory Council.

Of course, the National Advisory Council on Vocational Education, we've had an excellent working relationship with them with the chairman, Larry Davenport, and the executive director, Cal Dellefield, and we want to continue to work

very, very closely with the National Advisory Council, and with all of you.

I'd like to say just a few words about the responsibilities of the Associate Commissioner for the Bureau which I head. Commissioner Marland has personally designated me and the Bureau as that part of the Office responsible for the implementation of the career education concept. However, he's made it quite clear, as he should, that career education cuts across all educational lines, higher education and elementary and secondary education, the handicapped and all of education. I am sure the Commissioner will point that out.

The entire United States Office of Education is behind this major objective of the Commissioner, and I am sure he will elaborate on that later. We believe that career education cuts across all major objectives of the Office of Education, which includes not only career education, but education of the handicapped, education of the disadvantaged, educational innovation and elimination of isolation due to racial segregation among other objectives.

Now that I've brought you up to date on my activities of the first 99 days, I'd like to talk about some key issues about career education. In the eyes of many persons, the public education system in America is in urgent need of reform. Too many urban school systems have too many school children who are scoring 12 to 18 months below grade level in basic skills. We could say that, as well, about too many rural school systems. Drop-out rates are too high; absenteeism is too prevalent; vandalism and violence and physical assaults on school personnel and fellow pupils are no longer rarities.

Parents have doubts about the efficiency of the public school system; taxpayers vote down school bond issues with increasing frequency, often knowing it will mean closing a system or severe curtailing of the school programs and activities. School personnel are often on the defensive. Employers complain that young adults are inadequately trained by the public schools, that they leave the school system without an appreciation of the dignity of work, and with insufficient skills to meet the requirements of today's technological society.

Students themselves voice complaints relating to the relevance of their curriculum. They maintain the curriculum doesn't prepare them for the options available in the outside world. They don't really get what they want in the public school. I know, I can speak from experience as a parent, because I have two of my own sons who went through that general curriculum which led really to nowhere. Unfortunately, it is a rare high school that offers a student job training and counseling that enables him to go to the job market with a skill or to continue his education. Too often, the graduate has neither option, let alone both.

Let's look at some of the statistics. Last year, more than 850,000 students dropped out of our elementary and secondary schools. I should add to that, in addition to the 850,000 young people who dropped out of school, about 850,000 young people entered college and dropped out before the first year was over, and about 700,000 young people graduated from high school through that general curriculum with a certificate of attendance, very few of whom had any employable skills.

If you add up that total, it comes to 2.5 million young people who went to schools last year, as far as we know, with very little salable skills and no entrance to the labor market. By 1980, according to the Labor Department, 8 out of 10 jobs in America will not require a four-year college diploma.

Last week I saw an updated statistic on that that shows that only 17 out of 100 jobs will require a four-year college degree, rather than 20 out of 100. Seventeen out of 100 jobs will require a baccalaureate degree. Another study shows that a typical member of the labor force without a baccalaureate degree will hold on the average of 8 to 12 different jobs during his 40 years on the job market. This has staggering implications involving the shifting of careers, job flexibility and adaptability.

We also know that the job market is drying up for the unskilled and the undereducated, and that only one high school student in four is touched now by vocational education. Can changes and improvements be made by the nation's schools to better meet the needs and desires of students in society? Are more appropriate curriculums available? Can they be taught more effectively? Are there educational alternatives?

The answer to each of these questions, I believe, is a resounding yes, through career education. Career education restructures basic school subjects around the theme of career development. It is designed to assure that all students who graduate from high school will have a salable skill or be prepared for further education.

It also requires significant changes in curriculum and educational practices at all levels. In his first major address after becoming U.S. Commissioner of Education, Sidney P. Marland, who in my estimation is one of the strongest Commissioners of Education we've had within my memory, having come from a solid experience of school administration at various levels including a major big city, Commissioner Marland called for the abolition of the general education curriculum and its replacement by this broad concept of career education. The truth of our education, he said, will eliminate the artificial separation between things academic and things vocational.

Career education is not a synonym euphemism for vocational education or for general education or for academic education or for pre-college education. Recently, the state directors of vocational education in their most recent national conference put together a position paper which I'd just like to quote from. This is an outstanding group of persons around the nation who have the responsibility for leading vocational education in the States, had this to say in their position paper:

"It is the belief of the National Association of State Directors of Vocational Education that career education constituting a central theme in the total universe of public education should be assigned high priority throughout the nation in every State and in every public educational agency. It should become a major objective of public education with its achievements measured by employability in occupations both gainful and useful, through reasonable advance in both talents

and ambitions of every citizen. The National Association of State Directors of Vocational Education pledges its vigorous support of education as an emerging, essential concept that will provide a viable system of learning experiences which will assist all youth to acquire useful information, salable skills and so on"...they continue with a longer, more detailed statement.

And they also said--this I want to point out--that career education is not synonomous with vocational education, but rather vocational education is a major part of career education. Career education enhances rather than supplants public education school programs. Just one more quotation. They state that:

"We further believe that in order for this concept to be realized, we as State Directors of Vocational Education, propose to work for the retention of vocational education as a significant and identifiable component of career education."

I note that tomorrow you are going to hear from two of the distinguished state directors of vocational education who will probably elaborate on that, but I just wanted to share with you that thought. I think it's important. I think it may be a tendency in some places to think that career education means just changing the name of vocational education. I hope that that concept is clarified.

True career education, as I pointed out that Commissioner Marland said, will eliminate the dichotomy we've had so long in education, particularly in our regular high schools. The fundamental concept of career education is that all educational experiences--curriculum, instruction and counseling--should be geared to preparation for economic independence, for personal fulfillment and appreciation for the dignity of work.

As we see it, I should point out that the Commissioner has made clear and also say this is well that we hope this developing concept of career education will be debated at great length and discussed so that this evolving concept, eventually, we will understand it widely throughout the nation.

We seek at the present time five levels of career education. None of these levels are distinct; they overlap. But we see career education on a continuim from the earliest school experience all through the formal schooling and the post-secondary and adult, the entire working life of the individual.

Level one, we see, would be from the early school experiences, even preschool through the sixth grade in which all the young people have an opportunity to experience hands on experiences with tools and materials, the man-made environment and technology. We visualize this as being conducted in a regular classroom, enhancing the academic learning of young people, not replacing the academic learning, but enhancing it and making school much more interesting.

We know from our drop-out studies that most drop-outs become drop-outs because of the experience they had in that K-6 part of their life. They were turned off from school; they lost interest; they didn't get that basic stimulation, the basic education. Career education will stimulate that, we believe, and save many, many more students.

The second level that we see is the middle school and junior high school level in which all the young people, boys and girls, rich and poor, urban, suburban and rural, will have an opportunity to explore in depth the world of work and occupation. They will have an opportunity to have hands-on experiences, to visit more than we now do actual jobs, to have people from business and industry come in more than we now do to schools for all kids to talk with them about the occupations in the world of work. That will be level two for all young people.

Level three, we visualize involving the specific skill development aspect for those who seek employment when they leave the high school. It will involve more emphasis on an occupational type of program, cooperative occupational program where they spend time outside of school in employment. It will involve, we hope, work experience for all young people.

And, hopefully, with the expansion of the vocational work-study program, will involve more in-school types of programs for young people who need an experience in the public sector in the school for which they can be paid to learn about work before they are turned loose out in business and industry. That's the third level.

The fourth level is the post-secondary level which could be the most rapidly growing because of the relative ease of moving people from other levels and the availability of facilities. As of last week, we had 1,092 community colleges in America; about 1500 area vocational-technical schools; between 5 and 6,000--we don't have an accurate count, but we ought to be getting one fairly soon--private training and technical, business schools at the post-secondary level. I learned a couple of weeks ago when I spoke before the National Association of Colleges and Universities that about 145 of those four-year colleges and universities offer post-secondary occupational programs of one and two years less the baccalaureate degree. This seemed to be growing very rapidly in the four-year colleges.

So this area at the post-secondary level in all kinds of institutions, we do not see that any one type of institution can do the job best. We believe that each kind of institutional setting has a place. The post-secondary education is a very important area, and rapidly growing.

Then the fifth level is the adult and continuing education level. And, as I pointed out, so many people will be changing their jobs due to technological advance, due to the need for new skills and just because they want new skills, that this area is going to explode over the next few years.

I know of my own experience in New Jersey, one of our outstanding vocational schools there in Middlesex County where in one school, a little over 1,000 people in the day school had nearly 5,000 adults who came in every night and afternoon to take courses. So I think this will be the trend around the nation. We will probably find four or five times as many adults coming into our vocational-technical facilities to get upgrading of skills.

Those are the five levels that we now see. We also, of course, at the Office of Education, are helping the States and the local educational agencies to develop occupational clusters. The Office of Education has identified fifteen clusters that encompass 20,000 different job titles, hoping that more emphasis will be placed particularly at the secondary level on occupational cluster types of program.

Obviously, there cannot be a restructuring of vocational, general and academic education in the career education without significant changes in the thinking and methods of operation of school systems and their personnel as well as on the part of parents and pupils. Curriculum developers will have to revise many curriculum materials to be able to have appropriately mixed career education materials with all academic materials. Guidance counselors will have to make substantial changes in their experience background and we're really going to have to change drastically the training of guidance counselors.

I met two weeks ago with the executive committee of the National School Guidance Counselors Association here in Washington, and talked with them about career education. Then they asked me some questions. One of the young ladies in there said I think one of the real problems is in my State, particularly, the guidance counselor does not have to have work experience. We have only got to have three years teaching experience in so many courses to become a counselor. I don't know in how many States that is true, but I hope we can change that so that every person who is a guidance counselor will have to have work experience so that they can better understand the world of work.

School board members and taxpayers will have to make the key decisions, decisions that will make career education a reality. There's the problem of funding. Career education will have initial installation costs which can be expected to increase school budgets the first two or three years. The National Advisory Council has made some excellent suggestions about financing of education.

As you know, the National Commission of School Finance just reported here in Washington last week and made some excellent suggestions along that line.

Is all career education now in the form of theory? I would say absolutely not. We have some excellent examples around the nation, which I am sure, all of you are familiar with. But, let me just mention a few that our staff has been working with and I am sure every State has at least one program we know of going and a broad career education program.

The State of Arizona, for example. Their legislature recently appropriated $2 million to launch career education in a selected number of Arizona public schools. Thirty-two of that State's districts said that they wanted to participate and convert their programs into a comprehensive kindergarten through the twelfth grade career education system.

The State was only able with their limited funds to fund only fifteen of these districts. Much of the material which the Arizona State board of education used

for launching the effort was derived from experience in documentation which drew out of the vocational and exemplary projects sponsored by the Office of Education under Part B of the Vocational Education Amendments of 1968. I think that's most important to point out.

In the summer of 1970, the New Jersey legislature passed a law on career development which pulled together a variety of experimental programs that State had going in many school districts into three pilot school districts from K-12 in which these programs would be tested on a school district basis.

Governor Cahill of New Jersey called a meeting of the mayors of twenty-four cities recently in that State to tell them personally about this experience in three cities to urge those twenty-four cities to consider changing their educational system around to career education.

During the summer of 1971 with the help of the Office of Education grant under Part C of the Vocational Amendment, the State of Delaware under the leadership of Governor Peterson began a one-year planning effort which will lead to a master plan for State-wide conversion to a K-14 career education program. Implementation of the plan is expected to begin in September, 1972.

There are many other similar examples. In Mississippi, one county's schools are serving as a focal point for developing a model career education program for that State. I could go on and on and tell you more and more examples.

I had the pleasure this week of visiting in Dallas, the career development center in Dallas, a $21 million facility which is broadly based on career education at three levels. It's a most interesting development in that city in which they are contracting to some extent--to some extent, they are contracting for some of their curriculum development materials with business and industry to provide them the consulting service.

As most of you know, in the summer of 1971, with the help of outside consultants the U.S. Office of Education selected six sites from over 57 nominees for the development of large-scale demonstration models of career education in the public school system. Two million dollars in Office of Education funds will be spent to help the six districts in their developmental tasks this school year. Several million dollars have been allocated, also, for the future, the immediate future. The six sites are Atlanta, Georgia; Hackensack, New Jersey; Pontiac, Michigan; Jefferson County Colorado; Mesa, Arizona; and Los Angeles, California.

In the meantime, fifty-two mini models of career education programs in various operation stages as exemplary programs under Part D of the Vocational Act. These mini models which are in local school districts have been activated in every State, Puerto Rico, and in the District of Columbia.

In addition, Commissioner Marland in September, 1971, announced he was turning over to the States $9 million from his discretionary funds under the Research provision of the Vocational Act for research and development projects focused on establishing comprehensive career education models.

These funds--the States were asked to submit proposals based on the formula available to each. The States have now submitted their proposals to our office. The review has begun of these. They were first reviewed in the regional offices. We expect the finding of these to be announced very soon.

I should point out that twenty-five percent of this $9 million is devoted to career guidance and counseling improvements. Each of the States is required to submit a career guidance and counseling component. We were using the $2 million from the Byrd Amendment in which Senator Byrd emphasized the need to improve vocational guidance.

Let me just conclude my formal remarks and just give you some other items of information informally that I have written down that I just want to share with you. These are just more informational types of things, not of a formal nature.

I thought you would be interested to know that about three weeks ago, we called together leaders of industrial arts education around the nation. We asked the vice-president for industrial arts of the American Vocational Association to name six leaders to join us in an ad hoc committee. We asked the president of the American Industrial Arts Association to name six persons. So we had a committee of twelve industrial arts leaders to come in and sit down with us to discuss the role of industrial arts in career education.

This field involves more than 60,000 teachers and certainly, if the objectives to which they have espoused themselves since back in the '20's, whatever achieved, you would obviously make a contribution to career education, particularly in the occupational orientation aspect of the program.

The Senate Bill which passed on occupational education does include industrial arts as an applicable area. Of course, it has to go to the committee, the Joint Committee, to determine whether it will be in the Bill, but if industrial arts is included, we will have to develop guidelines and regulations for the States to follow in the funding of these programs, and how they will fit into the total program of vocational, technical education.

Another important activity I want to share with you and ask your help and advice: The President has identified the training, education and training and financing of minority enterprise as a high priority. A recent news release pointed out that the Administration is identifying some $100 million in Federal funds to help in the establishment of small businesses for minority persons.

I have been asked to chair a task force on education and training for minority entrepreneurs. We will be having the first meeting of that task force in January. It will involve a broad spectrum of leaders, successful minority businessmen, college professors, people out on the firing line who know the problems. And we would welcome suggestions from any of you on how we could help with this effort, to involve more and more minority persons in small business enterprises, particularly, our responsibility, education and training for such enterprises.

Another important development that we direct your attention to and urge you to help us expand is the field of consumer education. We recently had a conference with the young people in the vocational youth organizations and told them about a pilot project in the State of New Jersey called Young Consumers in Action. We hope we can involve all the young people in our vocational youth organizations in something like this nationally, to get these young people in vocational organizations working in consumer education and helping to better understand as we emphasize learning to earn, we feel we ought to emphasize also learning to spend wisely and to use money wisely. This is a very important aspect of career education as we see it.

Just last week the Deputy Assistant Secretary for Consumer Services met with the Commissioner. The Commissioner pointed out that he expects to be emphasizing in all of his remarks the importance of consumer education as part of career education.

In order to spread the word of career education, I thought you'd be interested to know that there will be sixteen regional conferences conducted shortly after the American Association of School Administrators conference in Atlantic City, which is held in February. There will be sixteen conferences conducted. Our office has a contract with the Maryland Department of Education who in turn has subcontracted with AASA and other groups to conduct these sixteen conferences bringing people like yourself, the educational policy makers, education leaders, and lay citizens together to discuss the concept of career education, what it is and what it can do for American education.

At the conclusion of each of these conferences, the participants will be able to take back a packet of materials and visual aids which they in turn could use themselves to talk about career education back at their home base. Following this series of conferences on career education which will end around the first of April, we expect to call together a group of the outstanding deans of colleges and universities who are in charge of teacher education. We will have these people brought in to talk about how colleges and universities can change their teacher training programs more around the career development theme. We expect to bring those deans to Washington to meet with us around the end of April.

We're still putting great emphasis on the expansion of adult and continuing education which is an extremely important aspect of career education and of vocational and technical education.

I mentioned at the outset that I visited in the West this past week, and I just want to share with you some thoughts based on a day and a half visit I had at the Navajo reservation in Northern Arizona. This was the first visit I had had; I've read a lot about the problems of the Indians. And in visiting this particular reservation I found that what I'd read did not really depict the problems as much as the visit did.

I found that on that Indian reservation, there were over 200,000 American citizens there. The average educational achievement for those over 21 years of age is 2.5 years. The average family income was less than $750. Their unemployment rate is nearly 65 percent. It's a very serious situation.

Commissioner Marland has entered into an agreement with the Bureau of Indian Affairs where educators will become more and more involved. We urge you in the States in which you have a large population of Indians to see what you can do about this. We are helping now in the establishment of the first community college operated by Indians of the Navajo Indian reservation which will be the entire board of trustees, the president, all are Navajos. We are working with them.

Another thing we want to share with you is our emphasis on the need to finance and to fund residential vocational education. As you know, the Congress in 1963 Act, put residential vocational education as something that should be funded. Shortly thereafter, they passed the Economic Opportunity Act of 1964 and other acts which established the Job Corps. They felt that the Job Corps would serve the need.

We do not believe this serves the need for vocational education as well as it could if vocational education were able to receive funds under that provision of the Act and establish at least one residential vocational school in each of the States who have a need for it.

We called in just yesterday a distinguished committee of people who have been doing research and who have been actually running residential vocational schools to work with us, to establish a statement of the need which we, of course, need to upgrade and update. We did have an excellent study done about two years ago.

We urge you to look at the residential vocational possibilities in each of your States, to study the legislation and to determine in your own mind whether you think it needs to be funded. We feel that it should be.

Another thing that is extremely important, as the National Advisory Council pointed out in its First Report, the continued need for attitudinal change at all levels of America. We attempt to refute the attitude which often is prevalent among all people that vocational education is for somebody else's children.

I had the privilege of speaking at St. Louis recently, at the St. Louis Regional Industrial Development Corporation, where a group of over 350 business leaders, business corporations have gotten together to see what they can do to change the attitude in that particular community. More than 100 leaders of business and industry have joined the Speaker's Bureau who will be going out speaking to civic organizations, to students, to teachers, to board members and the like, telling them about the benefits of vocational education, telling them about the new emphasis on career education. I would urge you to take a look at that particular project.

Certainly, the National Advisory Council's public information project which Walter Woodhull has is certainly making a major impact. But there's a great need for much more emphasis on public information programs nationally. I hope that all of you, as State Advisory Council members, will look into this. What can you do about this attitude problem in vocational education.

The last thing I want to share with you: The Commissioner has asked us to identify a group of scholars--not necessarily educators, not necessarily businessmen, but people such as psychologists, economists, sociologists, historians, philosophers, other types of scholars who will come in and study this whole concept independently, independent of the advisory councils, independent of us, who will study this whole concept in the context of a sholarly study.

We expect to be naming in the very near future this committee of scholars who will advise the Commissioner and our Bureau, and the whole Office of Education, from the more of a scholarly approach, the type of view that this type of scholar would take at career education and how it affects the whole society. That will be announced very soon.

In conclusion, I'd like to just mention a few other ways that I think that the State Advisory Councils can help us. I want to emphasize that the State Advisory Councils have already been a great help to us.

Certainly, one of the most important helps to us you can give is in your evaluation, your objective evaluation of the effectiveness of vocational education as you see it as an independent group--one of the best ways that you can help. And how we educators can improve the program, you can help us in identifying and recommending innovative ways in which education can change.

I've already mentioned the attitudinal thing, you can certainly help us in that area very much. Another thing you can do is you can help us to identify in your States success stories in vocational and technical education. Send them in to us so that we can use them. We are preparing a packet of materials which will be distributed to visitors to the Commissioner's office. We'd like to have your ideas that we might include some of those materials so that people around the nation, when they come to see the Commissioner of Education, will know what's going on in Delaware and what's going on in Arizona and New Mexico. We could share that around the nation. We hope that you will keep us informed of your activities and we hope that you will invite us and our staff to join you whenever possible.

I want to thank you all for the assistance and the help that you have given to the national emphasis on vocational education and to assure you that we appreciate everything that you've done and we look forward to continued cooperation with all of you on the State Advisory Councils.

Thank you very much.

LUNCHEON SPEAKER: DR. SIDNEY P. MARLAND, U.S. COMMISSIONER OF EDUCATION

I'm privileged to have these few minutes with you, both from the State Councils and from the National Council, mostly to bring you greetings and not try to make a speech.

I told Cal that I would hope that I could just be with you and see you and maybe answer a few questions, if you would like. But the speech-making part of career education, I hope, is essentially behind us. We've had ample speeches.

I have met with the Advisory Council on a number of occasions and I've given more speeches than I have really felt were appropriate on career education. We're about the point where we should be performing. And we still obviously have to communicate. But I think that so long as I continue to make speeches as distinct from you making the speeches and communicating it, it becomes increasingly a kind of a one-man idea. And nothing could be worse in terms of the future of this theme.

And if it's a good theme and if it's believable and right for the schools and colleges of this country, then it must be possessed by all of us. We, in turn, must be the communicators. Here, I'm making a speech about it.

Let me back off and discuss with you a mechanical matter, a problem which is now coming up in the Office of Education. I must say to the press that this is off the record. It will be a matter for press in a few days.

Like most of you in your institutions wherever you are, the Office of Education is faced at this time with a very serious fiscal problem internally. There's a problem which results from the President's necessary action in curbing inflation, to cut back the cost of Government, and to reduce Federal employees, or at least the money for Federal employees.

This is a conscientious and deliberate action by the President. I think it's necessary in terms of his national goals for curbing inflation. He's asking our society to do this, and he is doing it in terms of his leadership in Government for those of us that serve Government.

We have spent the last several days in our Management office finding how to ride with these serious curtailments. Some of them have a bearing upon you. The

upshot of it is I'm going to be writing very soon, probably within a week, to all members of advisory councils and commissions and committees asking them to go through a period of suspension of consultant honorarium for an indefinite period of time.

This does not mean that there is not adequate money to sustain the travel and per diem expenses of all of you who work so importantly with us. In other words, your out-of-pocket needs will be met.

But I think that I would point out that over the years, and I can speak as one of you over the years where I served on a number of advisory councils and commissions before they were quite as elaborately structured and funded as they are now, where we didn't expect consultant fees, nobody got them. I don't say that that's right; but, I say that's part of our history.

I made an assumption this morning in a large staff meeting in the office that in writing to each of the consultants, I would ask them to be willing to continue to serve the Office of Education and to serve the needs without expecting pay during this period of very severe difficulty.

Now, let me add to what we are doing in the Office. We have halted all promotions. In other words, we are not just passing the buck to those of you who serve us from external sources. We're halting all promotions; we are eliminating all temporary personnel; we are ceasing all new hiring; we are eliminating all persons who have been engaged to come back after retirement in what they call--somebody here who knows Government know what they call that? Where they can come back to work at a lower salary having retired, but they are still needed part-time?

Whatever that is, we get a bargain for a skilled and experienced person at a low salary thereof.

And a number of other measures of this kind in which we are tightening our belts. The reason, the OMB figure under which we have to work, a dollar figure to sustain the Office of Education's work for the rest of this fiscal year, is such that by making these other curtailments, such as your honorarium, and those of all other consultants of the Office, we will be able to get by without dismissing anybody.

And at this stage of our history, this stage of my feeling of commitments for employees in that office, an office that is clearly understaffed to begin with in terms of the task we're trying to do and the work load that is on those people and the loyalty and integrity with which they have been committing themselves to it, that I feel it would be a very bad leadership move on my part to begin what they call a reduction in force.

So, we're like a family. I guess we're saying that we all tighten our belts and continue to do what we can do best and eliminate those things that can be eliminated without causing absolute collapse. This is not good news to bring to you.

Normally, I like to come before friends like you with a happy story of something successful that's just happened. This is a story of a serious problem that has

emerged as a product of national policy which does affect you.

I'm not asking you to respond to this now in terms of your feeling. You may want to digest it a little bit. You will be getting a letter from me, and you're the first advisory group that I've met with since this action was taken today. Therefore, it seemed only honest and right, even though off the record at this stage, until the action is formally announced by my office, it seemed only right to share it with you to bring you into the utmost inner decision-making process as it is virtually happening and trust, my friends, that you will be able to find your way to continue to serve us for a time without honorarium.

I am hoping that that's the case. My letter will invite you to take that position knowing that all of us in the Office will be doing similar things to tighten our belts.

Well, so much for that. Again, Larry, I am deeply impressed with the work of this Council and the State commissions surrounding the work that we stand for. There was never a better time in history for the work of this Council; there was never a greater need for the leverage that you in the States, as well as the National Council, can undertake in terms of the reform of education in affirmative and creative ways for boys and girls and young people.

There was never in my judgment a more promising rallying point than the subject around which you are working. We want change. The teachers, the school administrators, the boards want change. The people want change. And the young people, the students want change. We're at the heart of it. The degree of rationality, the degree of the involvement of many, many thousands if not millions of people in the process that lies ahead of us.

I refuse to try to define career education. I know what I think it is. But there again is the best way to destroy it, to cast and bronze here in Washington some great idea and deliver it, and say, now, there, go do that. It wouldn't happen. You know that.

But as we can place the parameters of this idea in the public domain and through your leadership, through your intervention, National and State, begin to move this idea and let it be hammered out in the ends and at every crossroad. By teachers, by young people, by boards, by citizens, and within the broad parameters. Any crossroads will have its differences and should. But if the criteria are there, the large goals are there, the creative perceptions of this to which you folks, in key positions, will be contributing, nationally and State, then I will trust the wisdom of the leadership of the schools at the local level within those criteria to come up with reform mechanisms that will indeed be great and will indeed be different and will be defined by the people concerned with their implementation for that community, for that schoolhouse, for that State.

It's good to be with you. Are there questions that I can answer--suggestions, counsel to me, scoldings--if you have any for me, I'm here, for a little while, and I'd welcome it.

DR. NORMAN GYSBERS, PRESIDENT, NATIONAL VOCATIONAL GUIDANCE ASSOCIATION

Remarks Before the Joint Meeting of the State and National Advisory Councils

Ladies and gentlemen, I am indeed pleased to be here to share with you a project which I am involved in and which I feel has national importance.

We have heard frequently of the lack of concern of many people in the area of career guidance. Our project is an attempt to do something about this kind of concern.

I'd like to share with you then this morning for a few moments what we will attempt to do over the next 18 months. Now, the current project is in a sense really a longitudinal program of work that we began in 1968 under the leadership of Dave Pritchard of the U.S. Office of Education. There was a planning committee that met and several advisory committees and in doing so, we developed a longitudinal look at where we felt we needed to move.

Now, our first step was a national conference. Let's see if the overlay works this morning. Let's take just a moment here to get our equipment ready.

The current project, then, ladies and gentlemen, is the next step in a program of work began in 1969, actually 1968, in terms of plans. There was a national training conference held in the University of Missouri in Columbia on career guidance, counseling and placement at which time we looked at the national scene and discussed national issues. We brought together approximately 125 people from around the country, several people in the audience were in attendance at that particular conference.

Following that, we held nine regional conferences, paralleling pretty much the U.S. Office of Education's regions at which time the results of the national conference were disseminated to regional conferences. More people were brought in; the issues were refined and further discussed.

Now, the next step in this longitudinal program of work, then, was the national extension to the State level. This is what the current project is all about. The current project is an attempt to encourage and assist States to develop a preliminary model, school-community model for implementing career guidance,

counseling and placement into their respective school districts, K-adult. We are particularly concerned about beginning to look at what the content and purpose of career development, career guidance is all about, particularly, as it relates to the aspect of career education. The project focus, then, is really looking at, helping each State to develop this school-community model to implement career guidance.

More specifically, the project focus deals with the career development needs of youth and adults and the part that career guidance counseling and placement can play in meeting these needs. We are very concerned, for example, that students become aware of the world of work and begin to appreciate the many options that are available to them. Because, if you don't know, you can't decide. An opportunity unknown is not an opportunity at all. So, the focus then is on the career development needs of youth; and we're trying to begin to look at ways in which career guidance, counseling and placement can contribute to meeting these needs.

One of the problems that we face is what do we mean by career development. I know as I read the literature and as I talk to different people, begin to get different impressions on what this is. I'd like to get you, at least, our definition. We're talking about career development as self-development over the life span through education, work and leisure.

Now, I want you to clearly see that we're talking about self-development. We're talking about individuals. One way to help you think about this is perhaps to remember that the work world has occupations; people have careers. So we're concerned about self-development over the life span, K-adult through education, work and leisure.

What is career guidance, then. Well, career guidance, counseling and placement are those programs and activities which encourage and promote career development in individuals. It's the structure or organized activities that one carries out to help facilitate career development in individuals.

One question that frequently comes up about this point is well, what are we talking about in terms of an outcome. What kind of an individual can we visualize in terms of career development and the kind of person who might be the product, if you will, of programs of this type.

What we'd like to suggest to you is somebody we call the career conscious individual. We put this person in the center and we suggest that there are four major components: there's knowledge and understanding needed in these four major areas.

First, knowledge about self is needed. How am I constructed, my interests, abilities; how do I relate with other people. Self. There's knowledge about work world and leisure that is necessary. We need to know about the structure of the world of work. We need to know about the opportunities available in which one can express himself.

We need knowledge about career planning. Here, I'm talking about the ability to visualize yourself seeing relationships between curricula areas to understand that planning is necessary for an individual to fulfill himself. Then, finally, career preparation. Here, we're talking about education, if you will. We're talking about skill preparation; we're talking about education in general, helping individuals to prepare for the world of work, entry level position, going on to post-secondary and vocational-technical training or on to the college level, whichever step they choose to make.

So the career conscious individual then is seen as a person who through the decision-making process involves himself in understanding about these four broad areas. And as we begin to visualize the career development of an individual, we need to have specific knowledge and information presented to people, to students, about these four broad areas.

Now, you might begin to say, well, what does this person look like; how will he behave. Let me suggest to you several things that may be helpful, for you to understand this. We tried to contrast two groups of people. One we call the career apathetic student with what we call this career conscious person. And in looking at several different categories, for example, in terms of self over here suggests that the career apathetic student sees himself as just a student, an object to be manipulated as opposed to the career conscious student as somebody who is unique and has competency, has skill and has some control over his own destiny.

In terms of viewing teachers, the career conscious or the career apathetic student sees this person as somebody who makes decisions for him and therefore, somebody, perhaps, to resist as opposed to the career conscious student understanding that this person is equal in one sense of the word but has different responsibilities. And it's a person that you could work with.

In terms of peers, somebody to compete against is the way the career apathetic student might feel as opposed to the career conscious student seeing this individual seeing peers as somebody you can work with in inter-dependency and cooperation.

Several other contrasts: In terms of work tasks, the career apathetic student suggests that 's something to avoid, unpleasant associations involved as opposed to the career conscious student who sees work as a challenge, not always pleasant, but it provides proof of ability. If he can master something, he knows that he has competence and he will act in that manner.

Education for the career apathetic student is something that's required, something to live through, something to get by, therefore, as opposed to the career conscious student understanding that education helps to prepare himself for life and he appreciates learning in that kind of a context. He knows and sees relationships between what he's doing now and what he's going to be doing later on.

You know, there are many, many people today talking about relevancy in education. What I'd like to suggest to you is that through career development, helping individuals understand the relationships of their course work, for example, and the things that they will do a little later on will be extremely helpful to

provide relevancy; and, that the career conscious student would understand this and would see that and appreciate learning.

Then, finally, the work place. A work place is where you put in your time, the career apathetic student would feel, as opposed to the career conscious student feeling that it's a place and opportunity to achieve something to identify with, therefore.

Now, some of you may be thinking, well, this is something that will happen when a student graduates in June of some year. We're really talking about a career conscious student as well as a career conscious adult and that we have career consciousness in the kindergarten in terms of the way the student will approach his task there. And after all, as you begin to learn how you approach tasks in school, this gets translated into how you are going to function later on. So that the career conscious student is very much a person; we are talking about students as well as adults.

Well, basically, then, that would be the kind of outcome that we are trying to suggest as we look at the nature of our program. What about the elements in our model?

We suggest that we need to bring together concepts of knowledge about the work world, about self and so forth. These need to be translated into clearly stated objectives; activities have to be related to the objectives. Resources need to be evaluated to the outcome in terms of what we are trying to do. And there needs to be concern about implementation.

Now we hear a great deal today in education about accountability, about knowing that the programs that we have may be different. And I submit to you that using career development as a base, a model, we can be accountable. And using this kind of a format, we'll know the impact of programs.

Now, we have some basic premises in all of this as we look at education and the broader community, the work world. But we're really suggesting that all individuals and programs contribute. This is not a special program for one group of people; it's not a special program for one group of instructors. We're talking about total education. So all individuals and programs contribute.

In terms of the personnel within an educational setting, specialized personnel, teacher, counselor, need to function as a team. I think we've had enough jurisdictional battles in education concerning who does what. It's time we start functioning as a team. We need to therefore improve and extend career guidance, counseling and placement resources to do this job.

There are a number of intervention points that we feel are important within the educational setting and without. What we are talking about in our project is that it's the curriculum in a very broad way saying that it's everything the school does on purpose and perhaps some of the things it does without that kind of purpose.

Curriculum in and out of the classroom. We're talking about the contributions of teachers, counselors, administrators and particularly community--business, industry and labor personnel--as using career development as a base, we can really begin to relate the world outside of the four walls of the classroom to what the student is doing.

So, we're really trying to stress the notion of a school, community model for career development, guidance, counseling and placement. And obviously, the home is very much involved in terms of the values and attitudes that are formed concerning the perceptions of students.

Now, how will this be done? Well, we basically propose to provide personnel, non-personnel technical assistance to complement the resources already available in each State. We do not propose to dictate, to set up standards and what have you for States to follow. Rather, we propose to help States look at what now is available and help them share what other States are doing in this regard, to establish their own models that fit their particular needs.

Now, more specifically, the project will involve over the next few months, the following things:

Two weeks ago, letters were sent to the chief State school officers of each State requesting that they send two individuals to a national training conference to be held in St. Louis, Missouri, in January. The replies are now coming in. At that training conference, we will very carefully and intensively provide the State leaders with the wherewithal to go back to their States to organize workshops and whatever is needed to develop their preliminary models.

We would hope that when they leave our training conference, they would establish a planning committee, that planning committee to be broad based including people from school, business world, from the labor world. Then we would hope that during the summer of 1972 or sometime shortly thereafter that some kind of workshop be developed and held in each State for the purpose of developing this school-community model.

And then following that, that this model be implemented, at least, in a pilot way, during the school year 72-73. Now, right now, the focus of our project is begin to get States to get organized to look at this area of career guidance, begin to examine what the contents should be.

I found in the preliminary work of our project that many, many school districts around the country are doing something, but there's really not much communication. Many States are anxiously looking forward to merely an attempt to begin to organize this. This is what our project is all about.

Now, down the road a bit, we would anticipate once these materials are developed that the next phase of our program of work would involve teacher and counselor education training. I heard that brought up this morning in one of the reports, one of the State meetings in your groups. We feel in our project that this is extremely important. So that would be, probably, within the next year or two, we would attempt to look at least in that direction.

Well, basically, then, that's the project. I have available some newsletters that cover some of the same material which we can distribute a little later. At this point, we have a bit of time, I would entertain any questions that you might have.

DR. JACK MICHIE, MICHIGAN STATE DIRECTOR OF VOCATIONAL EDUCATION

Remarks Before the Joint Meeting of the State and National Advisory Councils

First of all, I would like to thank you all for giving me the opportunity of sharing my thoughts with you. Currently, as I'm sure you are aware, many issues concerning education are being raised. I am here to offer you a challenge because you are a very important thread in the fabric of what we in Michigan call career education. I hope my remarks will have meaning for you and not be like the experience of a Baptist friend of mine down in Alabama.

"Richard Baker went to a meeting of the board of deacons--you know, the Baptists are taking over Alabama. Richard's no exception. He had a meeting of the board of deacons there and he was discussing the purchase of a new chandelier for their church. Ole Richard had about all he could stand of them and he finally said, we're not going to purchase no chandelier for this church, because first of all, there ain't no one in this congregation knows how to spell it. In the second place, we ain't got no one knows how to play one. He said, what we really need is some new lights for out there in the vestibule."

I'm not going to tell too many stories. You probably know that I've changed jobs quite a few times in the last few years. In fact, they made quite a big scene of it on the National Advisory Council when I was still there. I'm kind of reminded of the time when the old timer took me in to visit the blacksmith.

"The blacksmith was hammering out a horseshoe there and he had the hot horseshoe in his tongs and he had beat it out. It looked kind of cool to me by the time he had gotten done beating on it there. He said, like to take a look at it, Sonny? I said, yeah. I stuck my hand out and he dropped that hot horseshoe in my hand and I let it go right then. He said, what's the matter, Sonny, too hot for you? I said, no, it doesn't take too long to look at a horseshoe."

In response to changing demands, the Division of Vocational Education and Career Development in Michigan is currently undertaking the development and implementation of a major new thrust for the Department of Education in the

delivery of education services. Career thrust, as it is called, is aimed at achieving genuine education reform and, thereby, improved education for all children and youth in Michigan. While the elements of career thrust are not in themselves novel, the commitment of a State's entire educational system to such a program of coordinated improvement is new. Also new is the understanding that this program will continue to guide the efforts of Michigan education in the years ahead.

This new career education thrust is designed around a process to build accountability into the education system. Succinctly, the basic elements of the model are:

(1) The identification of common goals;
(2) Development of performance objectives -- This is an operationalization of the identified goals for specific skills attainment in the cognitive, psychomotor, and affective domains;
(3) Student-school assessment of needs--and here we are referring to individual needs, needs of the local community and district, and needs on the State and national levels;
(4) Analysis of delivery systems--This will help us deliver education services in the optimal way, whether it be performance contracting, year-around schooling, or other alternatives to occupational scheduling;
(5) Evaluation of programs and inservice professional development; and
(6) Recommendations for improvement.

Already you can see where advisory councils fit into this career thrust model with the invaluable functions of evaluation and recommendations. The responsibility of individuals--laymen and educators alike--at all levels of the educational system--national, State, intermediate, and local--must accompany this commitment if Michigan's career thrust is to move forward. We intend to prepare children for adolescence and adolescence for adulthood. They will have a clear understanding of the world of work and the almost limitless opportunities which it can afford them.

This past year, Michigan's board of education approved three primary objectives for vocational and career education. These objectives to which we of Michigan have committed ourselves are:

(1) To provide an introduction to the world of work for every student in our State;
(2) To guarantee that no student entering high school in Michigan leaves that school without the opportunity to obtain a salable skill regardless of his ultimate career objectives; and
(3) To provide programs of adult continuing education for all citizens of the State wherever they need or desire it.

Sure this is an enormous chunk to bite off but it is time that we did. And, I don't mean just coining new words in eloquent objectives. Granted the new career education thrust in Michigan has new terminology, but we also have new

behaviors in conjunction with the new objectives. We have received overwhelming support for this approach throughout the State with most educators and laymen asking why we didn't do this sooner.

U.S. Commissioner of Education, Dr. Sidney Marland, said that all education is career education, or at least it should be. The importance lies in teaching a youngster the skills he needs to live, whether they are what we now call academic skills or vocational skills. Statistics indicate that sixty percent of the high school students in our country never make it to college. And, out of the forty percent who do--only fifteen percent actually graduate! Now doesn't it strike you as unusual that our education system is primarily geared toward preparing kids for college? We are, in effect, training eighty percent of our students in general education for general unemployment.

So how is Michigan's new career thrust going to accomplish its objectives? As a first step, we are currently defining salable entry skills for the 409 occupations described by the U.S. Office of Education. Salable job entry skills are acquired through satisfactory fulfillment of performance objectives. These performance objectives not only refer to the manipulative skills normally connected with vocational education but also to the development of proper attitudes. Our comprehensive new thrust, then, will guarantee that all high school students in the State of Michigan have access to as many as 409 occupational programs entailing over 30,000 different job possibilities.

Identification of specific performance objectives, or statements of minimum skill expectations for competence in each occupational skill, is now underway. The performance objectives and skills that fulfill them will be uniform throughout the State with approval and funding of programs dependent upon fulfillment of goals. Teaching methods remain the prerogative of the individual classroom instructor. We are not about to tell teachers how to conduct their classes according to some state-controlled cookbook approach. What we are saying, though, is that teachers must decide on a specific set of goals and then be accountable for actualization of those goals.

When children are entrusted to educators, it is because those educators are, in effect, saying to parents, we can do a better job than you in equipping your children with the attitudes and skills necessary for a productive, happy life. But, are educators actually doing this? And, who is holding us accountable?

In order to eliminate costly duplication of equipment and give students a wider variety of program options, we, of Michigan, are establishing career education planning districts. In each district career education efforts among K-12 districts, area centers, and community colleges will be coordinated to provide many expanded opportunities for students. In addition, alternative delivery systems, such as private occupational schools and business and industry can provide a vast array of training possibilities. You know, we sometimes lose our perspective. We are here to help kids--this is what career thrust is all about--and if that means placing a kid in industry where he can get on-the-job training which is too costly for a school lab, then he should have that opportunity.

In order to further expand opportunities, we are requiring that schools and area centers optimally utilize their facilities in order to be granted State approval. This means more than part-time use and even more than what we presently call full-time use. We believe this will lead to an extended school day in schools that are open throughout the year. Originally schools were closed in the summers to accommodate our agrarian society. Well, society became industrialized and has come a long way since those days. And, yet, our scheduling of education has not. It is time we brought education into the realm of reality.

With proper execution of this new career education thrust we will have realistic holding power. Presently we do not seem to be able to hold all students in school. This, I contend, is because we are not fulfilling their very real needs. And, this is a real travesty.

We must coordinate supply, demand, and placement of students. This, of course, will take more funds than are presently being expanded for vocational education. We are proposing that funding be based on the added cost concept--reimbursement per student for the cost beyond that of the "average" classroom--rather than our present system of teacher salary reimbursement. Only through this system of financing will we be able to adequately develop programs of high quality throughout Michigan.

As we are all aware, the development of high quality career education programs depends upon a close working relationship among education, business, and industry. We have all agreed that this relationship can best be developed through advisory committees. Although the use of advisory committees by vocational education is mandated by legislation, not all programs have, in the past, actually made use of this valuable resource. The planning districts organizational model in Michigan's new career education thrust calls for extensive use of advisory committees. This extensive use will be made--and most of you are aware of my keen interest and support of advisory councils.

We firmly believe that since career education programs are being developed to serve the needs of the public, the public should assist in their development. Knowledgeable citizens definitely have a valuable role in the development, implementation, operation and evaluation of quality career education programs. In addition to evaluating career education programs, the advisory committee functions must be constantly evaluated by the committee itself to keep up with the fast pace of change inherent in our society.

Toffler in his recent best seller says rapid change creates future shock--the shattering stress and disorientation induced in people by subjecting them to too much rapid change in too short a time. This is the disease of change; change that is so powerful that it overturns institutions, shifts values, and shrivels roots. Survival, says Toffler, will mean a new kind of person--one with flexibility and adaptability. This is the type of person education should be producing. Man must be served by rather than being enslaved by his educational system.

Toffler proposes a "council of the future" to probe the future in the interest of the present. This idea certainly dovetails with the role of advisory councils. Not only must we understand the past and the future, but we must also anticipate the direction and rate of change. In the past, many citizens have taken a passive attitude toward education, but it is time that our voices become active. You know, we usually sit around and talk to ourselves, when, instead, we should be talking with others and doing with others. This is where your role is imperative.

A State director can't do this alone--he needs your help to promote and sell the idea that vocational education most certainly extends into any technical field you can think of which extends into the most complex scientific and professional fields. One is but transition to the other, and they all form a continuum we are beginning to call a career ladder or lattice.

We are hearing the cries of a great number of revolutionaries these days, but I think the revolutionaries who cry the loudest are youth. I think they are really talking about a loss of meaning--in their lives and in their institutions. I think they are searching for meaning in truth and untruth--change and decay, and I think we all have a part in this search. A search for meaning in frustration and ease, agony and joy, winning and losing, having and not having, violence and nonviolence, chaos and communication, grooving and being up-tight. I think this meaning can come from the experience which we have to offer--the kind of experience we are all about.

If I may get personal for just a moment, I can remember, for example, when a skills center basketball team made up of black losers suffered a crushing defeat at the hands of a police basketball team and were recommended for their sportsman like conduct. And I think we all have found meaning in defeat.

I can remember when a group of home economic co-op students and adults got together to help a poverty neighborhood learn the economics of food preparation and purchasing, and they expended tremendous effort in doing this. I think somehow they found meaning in service.

I can remember a student apologizing to another for humiliating him in a moment of thoughtless anger, and I think he somehow found meaning in communication.

I can remember faculty authorizing pay deductions to sponsor a scholarship fund for vocational students--I think they somehow found meaning in sacrifice.

I can remember a student being hired to guard equipment after he had been apprehended stealing equipment--I think somehow we found meaning in compassion.

I can remember a young militant who only a few months before held me at gun point--tutoring teenaged girls on a hot summer's day--and I think somehow I found meaning in the whole range of human hope!

A few exceptions notwithstanding--as I look at the folks who are concerned with vocational education, and you all number among these. I am deeply optimistic for the future. But--I fear that optimism alone in this ol' technological world is just wishful thinking. I am sure it has occurred to you as it has to me that <u>every</u> person could develop skills which could qualify him for a very successful career in any one of many occupations--at least 409 in Michigan according to our new career thrust--doesn't it strike you as unusual that our instructional programs often bear no resemblance to the kind of preparation I am alluding to. Our high schools purport to prepare most students for college - <u>yet</u> - only something less than twenty percent will ever make it. It is abundantly clear to me that we have a lot of misplaced values and misguided folks, and that there must be radical reform in education vis a vis vocational education and affording career choice if we're to succeed in conquering the problems of our society.

If we are going to conquer the problems of education--and most certainly I think we can--we cannot be less than serious. We are going to have to <u>prove</u> that virtue comes from commitment to the right action and not from testimonials or past performances. We are dealing with a process which is, in fact, lifelong learning. If we wish to make the schools real; if we wish to fulfill our obligation to young people; and if we wish to give them a future better than the past--then we must reconstitute our educational system so that vocational education becomes <u>education</u>--there is no other kind. I can only say to you kind folks that I am counting on your help.

DR. ROBERT S. SECKENDORF, ASSISTANT COMMISSIONER FOR OCCUPATIONAL EDUCATION, NEW YORK STATE DEPARTMENT OF EDUCATION

Remarks Before the Joint Meeting of the State and National Advisory Councils

When I learned that I was last on the program, I checked with Cal and asked, "How much time do I have?" He said, "Take all the time you want; we're all leaving at a quarter of one." I don't believe that I will need that much time.

Being last on a program has some disadvantages. You probably heard much of what I may say. It's like the story of the farmer who employed a new farmhand and sent him out to milk the cows. A few minutes later, he went out to check on the farmhand and found him pouring the milk back into the throat of the cow. The farmer asked, "What do you think you're doing?" The farmhand replied, "It came out pretty thin the first time, so I'm running it through again."

Someone once said that if you want to know to whom credit should be given for a good idea, pick the person you're going to blame if the idea flops. Within this frame of reference, I am deeply grateful to Cal Dellefield for arranging this opportunity for me to speak today.

While I will describe briefly some of the things that are happening in occupational education in New York State, I view my role more as commentator on some concerns of greater issue than those that are within my own State. I am going to talk about career education from my viewpoint. I want to touch on occupational education in the great cities, and I want to talk about a partnership between State Advisory Councils and State Directors of Vocational Education.

As Mr. Cannizzaro said as he introduced me, "We have a complicated State." I feel compelled to talk a bit about that State, because to many people, New York is New York City. The image is of wealth and great business and industry and a world center.

Rather, New York State, as I describe it, is rural and poor. Outside of the great city of New York, with its teeming and troubled millions, is a State which is still agricultural in nature and its products are of the land. It's sparsely populated in many areas.

I could drive just a few minutes from where I live and find farms and a rural population similar to that which you would find in many states of the country. Half our high schools still graduate less than a hundred students a year. New York has an Indian population, and there are still reservations, too. We have a large migrant farm labor group; and we have backhill dirt farmers still scratching for a living.

The diversity of the State and its problems have been a challenge to us, but we believe that it is being met. In particular, we have progressed rapidly in establishing a delivery system to prepare people for employment.

Eight years ago, we initiated regional planning of a long range nature. We brought together many people in each region -- school people, community people, boards of education and others -- to review the needs of the population within the region. From that planning system emerged a series of long range plans for local agencies that have created a system which I will describe.

Last year, we started another round of similar planning. This time, not only involving all of the local educational agencies, (public schools and the intermediate level districts), but the community colleges, the private schools and other institutions as well as business and industry itself.

In the last five years, enrollments in occupational education in our State have doubled. Over a hundred million dollars have been invested in new facilities for secondary occupational education programs. There are now close to 50,000 students being served in 67 area skill centers. These are part-day centers. They are not all-day schools. At the same time, there has been increased attention to the needs of urban students. Also within the network are 40 community colleges that are becoming comprehensive; they are no longer viewed as little academic institutions that offer only a college transfer program. They are going beyond their two-year technical programs. They are providing for the needs of the community in conjunction with the secondary area skill centers.

In total, over 600,000 people are now being served in New York State by occupational education programs. In fact, exclusive of home and family living, half the 11th and 12th graders in New York State are in some kind of occupational education.

But, like everybody else, we have our financial problems. New York State receives something in the neighborhood of $30 million of Federal vocational education funds, against a total of over $300 million in expenditures for vocational education in New York State. This is less than ten percent. We find that we cannot do all that we should because of the limited dollars. We do not have a reimbursement system in our State, either. All of the funds are directed toward program development, without any requirement for local matching. We float hundred percent dollars in order to accomplish specific purposes.

Let me move to the issue of the great cities because I believe it is a concern of all of us. I am going to express a point of view about large cities. It may be contrary to the thinking of some, but I believe that it is a great issue and it is one of our most difficult problems. It's going to get more so as financial crises increase.

Let me preface these remarks by saying that in great cities, there is quality instruction in occupational education. I am not critical at all of instruction in individual programs. The quality is hidden in the massive turmoil of emphasis on unsolved problems. Cities have grown up with a 50-year tradition of Smith-Hughes vocational education. It is the true "establishment" in every sense of the word. It has its empires, its great bureaucratic structures, and its genius for short-circuiting change and improvement. Its problems and its population are so massive that they defy immediate solution. Program responsibility is found in too many places. To identify key officials who can effect change is as difficult as trying to nail a bowl of jelly to a tree.

Although the need is great, responsiveness to need is weak. The cry from the city for more money, to me, is not the only answer. The mere infusion of large amounts of money, without specific purpose, will show little in results except relief in a minor way for a local financial problem. The ills of the city are its size and the structure of its educational system. Decisions are made too far from the student in need by officials who are remote from the battle lines. Compounding the problem in terms of preparation for employment is an archaic system of vocational high schools. I emphasize the word "system" because, again, the quality of the instruction is not in question.

To be responsive to the needs of people in great cities and particularly high school students and the kinds of population groups in the city, the system has to be an open one. The freedom, the flexibility, the creativeness can only come with a change of structure. The all-day vocational high school creates an immediate limit to the number of students which can be served. It locks in students in such a way that few escape once they are in. It creates an intolerable separation of vocational students from all other students.

The city must remove the walls around its programs; it must create new opportunities in comprehensive high schools, in skill centers, in work experience, in training on the job and in industry. It has to establish a truly open system. Large doses of money must be invested in cities, not to offset current operating expenditures, not to maintain the establishment; but to create expanded opportunities, to target on special population groups, to provide peripheral services such as remediation, as well as realistic counseling and placement, as examples.

The cities need one more thing: quiet and generous amounts of assistance and encouragement, rather than loud and critical attacks by every self-styled expert and every self-appointed change agent. To be critical without love and compassion is to be cruel and heartless. We must have patience and understanding; we must believe that tomorrow will be better than today, even in our great cities.

As an example of directing dollars to great cities, the entire amount of money available to us for career education models is being directed to New York City for the development of a program in one community school district of about 20,000 students, K-9; and in addition, a connection between the high schools in the city and the community colleges. This kind of career education model, we hope, will demonstrate the possibilities of an openness of education that will in some way assist in improving the quality of the delivery system.

Now let me comment about an image problem I believe we have. I said before that 50 years of history and tradition to a great extent helped to cast programs in concrete, built monuments to another era, prescribed standards and criteria which permitted little flexibility and stifled creativity.

During the last several weeks, a group from our Department traveled across our State meeting with school superintendents to discuss a host of issues of mutual concern. I found as we met with about 90 percent of the superintendents of schools that occupational education is accepted as having a role in a total school program. But in few places did I sense a real enthusiasm, like it's really important, and that they intend to go out of their way to make sure that all students have an opportunity to enroll if they want to.

The need for true commitment of school officials and school boards is still not evident. At a time when 80 percent of our students do not complete college, when unemployment among youth is at its highest ever and when unskilled jobs are evaporating as fast as a rain on a hot city street, occupational education must be elevated to a stature of respectability far higher than it now commands.

The love society has for college preparation must be lavished now on preparation for employment for the vast majority of people.

Let me comment now about career education. I have been trying to translate the term "career education" and what it seems to mean at this point is that general education has to be eliminated. What I believe is being said is that there is little congruity between the goals and future role of students and what they get in their school programs.

Incongruity in this case can best be described as school districts that have 80 percent of their students in college preparatory programs when only 20 percent of their graduates are going to actually achieve a four-year degree.

There is a bit of confusion or lack of understanding about this new label. I can best describe it by a story about the young bride that walked into a drug store and approached a clerk very timidly and said, "You know that baby tonic you advertise. Does it really make babies bigger and stronger?"

"Oh, we sell lots of it," the druggist replied, "and we've never had a complaint." The new bride said, "Well, I'll take a bottle," and she walked out with it. In a few minutes she was back. She got the druggist into the corner, and she whispered in his ear, "I forgot to ask about this baby tonic," she said very quietly, "who takes it, me or my husband?"

Somebody isn't reading the label. I support the idea of career education as a substitute for general education. But I don't get excited about the label. What we need to concern ourselves with is preparation for future employment. This means greater attention needs to be given to the idea that people work, and that there are all kinds of occupations and most people will need, in one way or another, to prepare for a job or vocation.

My concern is the large middle group of students that have not made a choice in high school. That's the group to whom we need to direct our attention in the period ahead.

Yesterday, we heard Dr. Worthington describe the Federal concept of career education. You should know that while there are differences in our viewpoints, they are differences without distinction. One difference (and here, I part company with my colleagues, the State directors of vocational education as well) relates to the term career education.

I cannot accept the statement that career education is <u>not</u> a substitute for vocational education, or that vocational education is a part of career education. In my view, vocational education or occupational education or career education, call it what you will, is one and the same thing. Whatever we do has to start at the elementary level and progress all the way through to the adult level. It cannot be a matter of separating out skilled preparation at the high school level and calling that vocational education within career education.

If vocational educators are going to say that career education is somebody else's bag, they will abrogate their own responsibility to people. Their responsibility, in my judgment, is to provide a total system, comprehensive in nature, to prepare people for work.

Doctor Worthington also talked about more new money needed to implement fully a concept of career education. Here again, I have to take a slightly different position. My view is that we must redesign the system to better meet the needs of all people and that depends more on changing attitudes than the expenditure of more dollars. It depends, too, on reordering our present priorities in the use of dollars to accomplish new and more relevant purposes.

In these days of critical financial difficulties, "add-on" costs become the executioners of change. We have to convince people to take a good hard look at what they presently do for youngsters in school and redirect their efforts and their financial resources to provide better more appropriate education.

Last March, the Board of Regents of the State of New York adopted a policy statement which was developed over a period of better than two years. Many of you have seen it. If you have not and you want a copy of the position paper of our State board, please write to me for a copy.

The policy statement described a program of occupational education for the future. What it really talks about is occupational literacy. Occupational literacy--I love that term more than I do career education or anything else. It's come home to me, personally, because I have said on several occasions that my two sons are illiterate when it comes to occupations and an understanding of careers.

I had a recent experience with a guidance counselor in my home school district which describes my concern for occupational literacy. My younger boy is in ninth grade this year. Last spring, my wife and I were called to school to talk about his high school program. The guidance counselor, a young man, displayed for us all of David's achievement scores and records of scholarship, and then told us we were going to plan his high school program. The counselor suggested that our son take science, math, English, foreign language and so forth each year through 12th grade.

I asked why David had to take all those academic courses. His reply was, "You surely want your son to go to a good college, don't you?" I answered him by asking David if he knew whether he wanted to go to college. He shrugged his shoulders. I asked the counselor if he had displayed any options for my son. He replied, "What do you mean by options?" and again referred to his scores and his ability level.

My next question was, "What have you talked about with respect to a future career for my son?" His reply this time was, "Not very much, other than he should go to college." I asked if he talked about occupational education. Incidentally, the counselor knew that I was an Assistant Commissioner of Education, but he didn't know my jurisdiction.

The counselor said to me, "We reserve vocational education only for our lowest ability students." At that point we had a discussion. We ended the interview by only agreeing to plan my son's ninth grade program. We will plan his program one year at a time so that his interests, rather than the school's, will be the principal consideration.

Someone once said, "Practically every member of our population at some time participates in the labor force. Yet, vocational choice, like marital choice, is a crucial decision which is made casually without adequate information."

Let me describe the policy of the State Board in New York because it is concerned with occupational literacy at all levels. We said in our position paper that there is a set of behavioral objectives that need to be met for all people in our State. (And think of what Dr. Worthington said yesterday as he described the levels, because here there is no difference.)

We say, "By age 9, every student shall understand the concept of work, appreciate the value of work and be familiar with a wide variety of kinds and fields of work." We say, "By age 12, every student shall be familiar with the broad families of occupations, be aware of the prerequisites for employment in various kinds and fields of work and understand the ways of progressing from one occupational level to another. He should develop an awareness of his own abilities, interests, and aptitudes in relation to various occupations."

We say, "By age 15, every student will be able to assess his own potential and to participate in making informed decisions regarding his immediate educational and occupational goals. His options should include access to occupational programs which prepare him for immediate employment upon graduation, for continued occupational preparation at the post-secondary level, or for exit

into the labor market at any point in time." We continue, "By age 18, every student should be able to choose and plan the next step in his occupational and educational career. The occupational education student should be able to obtain entry level employment in occupations for which he is trained and/or enroll in post-secondary programs."

And, "By age 21 and for as long as he is able and willing to work, every individual should be employed in a position commensurate with his skill development and be able to select from continuously accessible preparatory and remedial programs which provide training and retraining for employability, advancement, job security, and mobility, appropriate to his talents, interests and needs."

This set of objectives will require a comprehensive delivery system, one that is broadly conceived as part of a totally redesigned educational system. It must comprise all programs which provide training for employment, whatever the agency--public or private--which operates the program and wherever the program may be housed. As examples, within the established public educational system, including area occupational education conters, manpower skill centers, public community colleges, urban centers, private occupational schools, specialized institutions such as hospital schools and rehabilitation centers and within business and industry itself.

There is no other way, in my view, to provide for occupational literacy and to provide comprehensiveness of the system unless all of the elements are coordinated. This, then, is the policy of the Board of Regents and our view of our program.

Now, let me turn to something else, if I may. I want to talk about advisory councils and a partnership with the state director. Occupational education needs all the help it can get. There are enough critics without adding a member of the official family.

I'm not implying that councils should be passive supporters or ceremonial bodies to be treated with respect and honor. On the other hand, I do not believe that State Advisory Councils should be harsh, external critics. Hold the state director accountable? Yes. Evaluate with clarity and honesty? Yes: but I believe that your criticism must be tempered by the climate of the hour. Your voice can be strong and effective in places where those of us in Government positions cannot tread.

Alexander Hamilton--who, incidentally was a Regent of the State of New York--said, "Education and partisan politics should flow in equal but well insulated streams." In my view, advisory councils and their members can create a bridge between the streams and walk among both groups with great effectiveness.

The measure of your independence should not be physical isolation from the state board and the state director, but rather in your thinking, your viewpoints, your actions and your voice. A state director who tries to please everybody at the same time is like a puppy trying to follow four kids at the same time. He goes off in all directions and he really doesn't accomplish much.

As a State Director, I have antagonized my constituency as much as anyone else. If the state director is really going to attempt to implement the policies of his state board and is committed to change and to the development of a comprehensive system, not everyone becomes his friend nor do some stay friendly too long. There are hard decisions to make, particularly with allocation of funds for the development of new programs and new approaches. He cannot any longer spread the money around to keep everybody happy. Rather, he must target limited resources where they will do the most good. His only salvation is to enunciate a policy and stick with it all the way.

Let me tell you what I think I want, as a State Director, from my council. I want the council to have enough confidence in me so that I can work unfetered by detailed review of every operating policy that's made. I want the state council to give me a role in planning each meeting of the council; to give me adequate time at each meeting to keep the council members fully informed of what we are doing; not to be a member of the council, but to be there at every meeting and to participate. I want the council to hold me accountable for implementing the long range objectives for occupational education in my State. I want the council to evaluate the State's program and help me to identify the weaknesses and the strengths. I want the council to be patient with my progress, for the job is an agonizing, frustrating and difficult one where smooth-sailing is about as rare as a vacation.

The question should not be who is subservient to whom, but how can mutual understanding and respect be created. A successful and effective service to people depends on a full partnership system. We must take our lumps together as well as celebrate our joys together. The partnership I'm talking about can best be described with the story about the man who was asked what had made his marriage of 30 years last when so many had failed. He replied, "Mutual forebearance: we have each continued to believe that the other will do better tomorrow."

To face tomorrow with the thought of using methods of yesterday is to envision life at a standstill. Even that which we do well must be done better tomorrow.

I'm going to provide a little advice. I am sure you heard about the schoolgirl who was asked to write something about Socrates. She wrote, "Socrates was a great philosopher who gave advice. They poisoned him."

We must make every effort to make sure that occupational education is conducted in such a way that kids are not labeled as the dumb ones who can't do anything else. We have to create an understanding that vocational education is no different than any other school program offered in our states.

You and I have to tell our success stories to everyone who will listen. We also have to figure out ways of telling it to those who presently will not listen. We have to use every device we know of and some we have to dream up to get the story across that occupational education is productive and satisfying education. And we have to cultivate the persons who influence the community: school board members, legislators, Congressmen, and most important, the parents themselves. We have to be positive. We can't cry about a lack of money, or that

the schools won't send their students to our programs. We need to sell the idea that occupational education is necessary, that it works, and that it's serving well the students in our states.

I believe that the great question for us is not whether we have failed in providing for students, but whether we are content with failure.

It has been said that Columbus' greatness lay not in thinking that the world was round; others knew that centuries before. Not in planning or getting help for an incredible voyage; others could have done that. Instead, his greatness lay in having the courage to take off into an unknown from which there was no turning back.

If we are to succeed, you and I, there's going to have to be a little of Columbus in every one of us.

Thank you for your patience.

LAWRENCE DAVENPORT, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Remarks Before the Joint Meeting of the State and National Advisory Councils

You know, one of the most difficult things that anyone can ever do in life is try to follow a very active program. You can get philosophical and talk about life in the future; you could probably be pessimistic and talk about life now.

I would prefer--the other day at the Michigan Occupational Association dinner, a gentleman by the name of Dr. Dan Kruger pointed out very clearly that we are becoming a nation of employees where at some point, at least in Michigan, over 90 percent of the people were employees. They work for someone else. And that the job then becomes the thing that the people have to have in order to get those benefits that you might get for yourself--your retirement, your health insurance--but the employer, when you become a nation of employees has to build these fringe benefits into the system.

Now if that's true, then vocational education becomes probably the number one program in this country because there's going to be a tremendous recycling and retraining program of those presently in the job market, and those who are going to enter the job market.

Secretary Romney predicts that in management, property management alone between now and 1980--remember now, this is '71--in 1980, in property management alone for public housing, they will need some 80,000 property managers. Yet, today in many of our schools and colleges across the country, there are very few programs turning out people for a field right now to be some 80,000 by 1980. That's about all I'll say on that because what else can you say after hearing the speakers that we have heard in the past couple days.

You could talk about accountability, you could talk about a need to add more funds, but really what you're talking about is helping a nation survive and meet its manpower needs. Because, without an educated manpower, a nation that becomes as complex and auto mated as ours cannot long exist.

"A young boy came home from Sunday school and his mother asked him what happened in Sunday school. He pointed out very clearly, well, the teacher talked about General Moses. General Moses--the mother starts scratching her head--General Moses--well, she said, tell me a little bit about General Moses.

Well, you see, General Moses had these troops and he was trying to lead them out of Egypt. These people kept chasing him, shooting at him from the rear. General Moses came to this great big body of water, so he picked up the ole walkie-talkie and he radioed back for some Army engineers.

They came up and built this bridge across. General Moses picked up the walkie-talkie and ordered a plane. These planes came in and did dive-bombing all over the place. He really started to tear up these Egyptian troops.

The mother was listening very carefully--General Moses led his troops across the body of water. As he got on the other side, he called the dive bombers back and he blew up the bridge.

And the mother said, hey, did that teacher really say it that way? He said, well, Mother, you wouldn't believe the version the teacher tried to sell us."

In the real story, as you read it, the biblical tale, General Moses was able to lead his troops across. Many people quote that story--and I think there's a meaning in it--for one specific reason. And you can go back and check this in the Bible, the water did not part until the first man had faith and tossed himself in.

So, next time you get into a big hassle and start talking about education and problems in education, remember the biblical tale about Moses, that the first man had faith and tossed himself in and the water parted.

Peace.

DELEGATES IN ATTENDANCE

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Alabama

Dr. Richard Baker
Mr. Henry Morgan
Mr. John Mosley

Alaska

Mr. Louis Licari

American Samoa

Mr. Lio Pio

Arizona

Mr. F.R. Vihel
Mr. Rex Waite
Dr. J.E. Yount

Arkansas

Mr. James Dildy
Mr. Lanny Hassell
Mr. Jack Hatcher, NACVE
Mr. Frank Troutman

California

Mr. Karl Kolb
Dr. Norman Stanger, NACVE
Mr. Steve Stocks, NACVE
Mr. Robert Washington

Colorado

Mrs. Holly Coors, NACVE
Mr. Irwin MacKay
Mr. James Murray
Mr. Stowe Witwer

Connecticut

Mr. Douglas Fellows

Delaware

Mrs. Louis Bachman, NACVE
Mr. George McGorman
Mr. F. Mercer

District of Columbia

Mr. Lowell Burkett, NACVE
Dr. Calvin Dellefield, NACVE
Mrs. Carolyn Parker
Mr. William Rich

Florida

Mr. James Ghiotto
Mr. John Hinman
Mr. Bruce Howell

Georgia

Mr. Don Cargill
Dr. John Letson, NACVE
Mr. Charles McDaniel

Guam

Mr. John Palamo

Hawaii

Mr. George Ikeda
Mr. James Misajon

Idaho

Mr Vernon Exner
Mr. P.K. Harwood

Illinois

Mr. Jerry Dobrovolny, NACVE
Dr. William Gellman, NACVE
Mr. William Nagel
Mr. Scott Randolph

Indiana

Mr. Marvin Ebbert
Mr. Richard Goshurt

Iowa

Mr. Harlan Giese
Mr. Robert Skinner

Kentucky

Mr. Charles Furr
Mr. Billy Howard
Mr. George Ramey, NACVE

Louisiana

Mr. Curtis Bradshaw
Mr. Wade Davis
Mr. Vernon Galliano
Mr. D. H. Whittington

Maryland

Mr. Sidney Chernak
Mr. Max Jobe
Mr. Lawrence Miller

Massachusetts

Mr. Joseph Martorana
Dr. A. C. Pryor
Mr. Leo Renaud
Mr. Fred Tarbox

Michigan

Mr. David Bland
Mr. Lawrence Davenport, NACVE
Mr. Arthur Shack

Minnesota

Mr. Carlyle Davidson
Mr. Gene Dawson
Mr. George DeLong
Mr. Jerry Enright
Mr. Lee Hermann
Dr. Duane Lund, NACVE
Mr. Burleigh Saunders

Mississippi

Mr. H. L. Davis

Missouri

Mr. William Alexander
Mr. Billy Bruns
Mr. Gordon Kutscher
Mr. D.R. Ross

Montana

Mr. Bill Ball
Mr. Joe Renders
Mrs. Linda Skaar

Nebraska

Dr. Chalmers Cromer
Mr. Lawrence McVoy
Mrs. Virginia Vieregg

Nevada

Mr. Max Blackham
Mr. Courtney Riley

New Hampshire

Mr. Paul Goldsmith
Mr. Andrew Monihan

New Jersey

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Mr. James Tobin

New Mexico

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Mr. Delfino Valdez, NACVE

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North Carolina

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North Dakota

Mr. James Horton
Mrs. Ray Miller
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Ohio

Mr. Joseph Hall
Mr. Warren Weiler

Oklahoma

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Mr. John Kramer
Mr. Don McDowell, NACVE
Mrs. Margaret Nielsen

Wisconsin (cont.)

Mr. Joe Pellegrin
Mr. R. Rudiger
Mr. Merle Strong

Wyoming

Mr. Clinton Harris
Mr. Ernie Mecca
Mr. James Zancanella

OTHER PUBLICATIONS AVAILABLE FROM THE NATIONAL ADVISORY COUNCIL:

- First Report - directed its comments and recommendations to the program, the funding and national attitudes towards vocational education
- Second Report- recommended that the Federal government make necessary policy changes in its approaches to funding, in the organization and role of the Office of Education and in present and proposed manpower policies and legislation
- Third Report - challenged American education to equip for effective participation the 20 percent of the population now excluded because of inadequate educational opportunity
- Fourth Report- turned its attention to five unique problems of financing and planning vocational education programs
- Fifth Report - attacked the educational establishment for the career education concepts it has fostered in word only and failed to implement into realistic programs
- Cooperative Day of Planning I (no longer in print)
- Cooperative Day of Planning II (May 1-2, 1970 - Washington, D. C.)
- Cooperative Day of Planning III (November 6-7, 1970 - Washington, D. C.)
- Cooperative Day of Planning IV (April 17-18, 1971 - San Antonio, Texas)

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